

# **Serving Iowa Youth and Families With a Youth Development Approach**

## **JJDP Act Formula Grant Application and Three-Year Comprehensive Plan**

**May 2003**

Iowa Department of Human Rights  
Division of Criminal and Juvenile Justice Planning  
and  
Iowa's Juvenile Justice Advisory Council

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## **i. State Process Relative to the Development of Iowa's Three-Year Plan**

This report is Iowa's Three-Year Plan, which serves as the application for federal Juvenile Justice and Delinquency Prevention Act formula grant funding (JJDP Act). The Division of Criminal and Juvenile Justice Planning (CJJP) wrote Iowa's Three-Year Plan. CJJP is the state agency responsible for administering the JJDP Act in Iowa. Federal officials refer to state administering agencies as the state planning agency (SPA). The Plan was developed and approved by Iowa's Juvenile Justice Advisory Council. That Council assists with administration of the JJDP Act, and also provides guidance and direction to the SPA, the Governor and the legislature regarding juvenile justice issues in Iowa. Federal officials refer to such state level groups as state advisory groups (SAG's). The acronyms SPA and SAG are used through this report.

Much of the actual development and design of this report took place at a SAG retreat on October 10th and 11<sup>th</sup>, 2002. An overview document with a variety of data regarding juvenile arrests, juvenile detention, child abuse rates, health and education indicators, etc., was provided at the retreat to stimulate and guide discussion regarding the various juvenile justice related issues affecting Iowa's youth. That overview document has been expanded by the SPA and represents the "Crime Analysis" and "Service Network" sections of the plan. Officials from the Iowa Departments of Education, Human Services, Public Health, Workforce Development, Public Safety and also Iowa's Youth Policy Institute provided feedback and input as the SPA developed the "Service Network" and "Updated Analysis of Juvenile Crime Problems and Juvenile Justice Needs" (Crime Analysis) sections of this report.

As part of the October 2002 retreat the SAG participated in a brainstorming discussion focused on identifying efforts necessary to improve the juvenile justice system. Through a selection process, individual SAG members were able to choose the various topics that they ranked as most important to be a part of the plan. Eventually, the process of compiling individual rankings lead to a final ranking that the group identified to be the most important for inclusion in the plan. The group ranking of topics served as the basis for completion of the program description section of the plan. The program description section was approved by the SAG at its January 22, 2003 meeting. With SAG approval, some final editing of the program description section was completed in Committee thereafter.

## **ii. Report Format and Youth Development Framework**

As the table of contents reflects, the components that the federal Office of Juvenile Justice and Delinquency Prevention requires for states' "Three Year Plan" are included accordingly. The "Service Network" and "Crime Analysis" sections of this report are organized according to the Results Framework (see Appendix A) developed by the Iowa Collaboration for Youth Development (ICYD). ICYD is a body of state and local officials that exists to further goals related to youth development and cross agency collaboration at the state and local level.

The Results Framework is designed so that various State departments and agencies can identify youth issues and monitor youth development outcomes. The Framework organizes causes and conditions related to youth development into four broad result areas (see attachment A). *The four result areas include: 1) Youth are Healthy and Socially Competent, 2) Youth are successful in School, and 3) Youth are Prepared for Productive Adulthood, 4) Youth have Benefit of Safe and Supportive Families, Schools, and Communities.* Brief overviews of the four areas are provided at the relevant sections in this report. The result areas are reflected as well in the table of contents.

In development of the results framework, ICYD used several prominent youth development models and research, most notably the Social Development Strategy and Risk and Protective Factors identified by Developmental Research and Programs (Hawkins and Catalano) and the Developmental Assets framework used by the Search Institute, to analyze the causes and conditions related to youth development in Iowa. Risk and protective factors and assets related to family and community conditions, as well as youth specific characteristics and conditions were identified. These factors became the basis for Iowa's Youth Development Results Framework.

The report contains information regarding a variety of court processing decisions and/or services for youth (i.e. processing for child welfare/juvenile justice system youth, substance abuse prevention services, school based and/or educational services, services for court-involved youth, career preparation or employment services). The report organizes these court decision-making points and services according to the single area of the Results Framework upon which they may have the most direct connection. It should be noted, however, that many of the services in this report have impact in more than one of the four different result areas. For example, group care

services (and the other major delinquency services of the juvenile court) are discussed in Crime Analysis” section of this report, under the result indicator of “Youth have the Benefit of Safe and Supportive Families, Schools, and Communities”. As a practical matter, group care services would additionally have impact on the other three result areas. The listing of the various court decision points and services under a single result area is done for organizational purposes only, and in no way reflects on the potential that a given service can and may impact on other areas.

### iii. State Census Information

Many of the data elements discussed in this report are broken down by race and gender. Below is data from the U.S. Census Bureau and it is included to provide an overall perspective of the youth population in Iowa. The data from the U.S. Census Bureau are for juvenile population (age 0 through 17) in the State of Iowa for the 1990 and 2000 U.S. Census. *It should be noted that while some comparisons can be drawn between the 1990 and 2000 U.S. Census that there are some concerns with direct comparisons.* The addition of the multiracial category would draw some of the numbers away from the other racial categories.

Table 1: Juvenile Population of Iowa

	1990		2000		Change from 1990 to 2000	
	Number	Percentage	Number	Percentage	Number	Percentage
Total	718,880	-	733,638	-	14,758	2.1%
Caucasian	684,457	95.2%	666,498	90.8%	-17,959	-2.6%
African American	17,639	2.5%	22,040	3.0%	4,401	25.0%
Native American	2,780	0.4%	3,148	0.4%	368	13.2%
Asian / Pacific Islander	8,709	1.2%	10,566	1.4%	1,857	21.3%
Other	5,295	0.7%	14,424	2.0%	9,129	172.4%
Multiracial *	N/A	N/A	16,962	2.3%	N/A	N/A
Hispanic / Latino ‡	12,859	1.8%	32,727	4.5%	19,868	154.5%
Female	350,559	48.8%	356,928	48.7%	6,369	1.8%
Male	368,321	51.2%	376,710	51.3%	8,389	2.3%
MSA	314,752	43.8%	335,048	45.7%	20,296	6.4%
non-MSA	404,128	56.2%	398,590	54.3%	-5,538	-1.4%

Source: U.S. Census Bureau

\* The racial classification of multiracial was not an option in the 1990 census

‡ All of the youth in the ethnic classification of Hispanic / Latino are included in the racial categories.

Remarks regarding table:

- Iowa's overall youth population has increased slightly in the past decade.
- There are significant increases in Iowa's minority populations particularly for Hispanic/Latino youth.

## 1. DESCRIPTION OF SYSTEM

### A. STRUCTURE AND FUNCTION OF JUVENILE JUSTICE SYSTEM

#### a. Structure

Juvenile court proceedings are designed by statute to protect the rights of children and families and to result in decisions that are in the child's best interests (in delinquency proceedings, the best interests of the public are also considered). Iowa laws also describe the framework within which the court monitors the case following its disposition decisions. In delinquency cases typically, a juvenile court officer – an employee of the court – is responsible for developing sanction and service recommendations for the court, providing services and

maintaining case management responsibilities (providing supervision and counseling, overseeing restitution and community service activities, arranging for services and monitoring the services as they are delivered by providers). In child in need of assistance (CINA) proceedings it is a Department of Human Services (DHS) worker who fulfills similar duties.

The handling of case management responsibilities in both CINA and delinquency cases continues to vary from one part of the state to another and among cases in any given part of the state. Such variances continue as a result of long-standing traditions, and through the implementation of combined local, state and federal policies that regulate services and the responsibilities of the state when custody or guardianship of a child has been transferred by the courts from a parent to DHS or some other party. Despite the variances, the trend has been to provide supervision for delinquency cases through the juvenile court - and CINA cases through DHS. However, the uniqueness of local jurisdiction makes it difficult to superimpose a state-wide solution to “fix” what are varying local problems to case management.

## **b. Funding**

The child welfare/juvenile justice system includes agencies and policies that implement and regulate formal government-sanctioned interventions into the lives of system youth. Iowa's approach to service system funding is complex. Although the bulk of system services are state funded, county officials and other local funding sources can have a major impact on their communities' service array and delivery. Juvenile court judges and officers determine eligibility and the type of service to be provided for many clients, while DHS policies and work decisions determine eligibility and service plans for others. Appendix B provides detail regarding funding for a variety juvenile justice system sanctions/services.

Iowa has a unified court system, under the Judicial Branch, and all clerks of court and juvenile court services personnel, including probation services are funded by the state. Judges are state employees. The cost of defense for juvenile offenders is a mix of state and local funds. The majority of the accountability-based sanctions (i.e. state training schools, group care placements, community service/restitution, day treatment, tracking and monitoring, family centered services, etc.) are developed and funded through juvenile court, DHS and Department of Public Health (DPH) with state funds.

County attorneys (prosecutors) are elected county employees. Additional staff is hired based on specific need within each county, with approval of the county board of supervisors. All county attorney costs are local expenditures. Local juvenile detention centers are funded with local funds, and the costs of housing juveniles in detention is primarily locally supported – the state does reimburse counties for a small portion of juvenile detention center costs.

In 1992 the Iowa General Assembly passed legislation to establish a group care “cap” that placed increased emphasis on placement prevention services and limited the historical growth of group foster care and residential treatment expenditures. The group care cap has been modified twice since then. At the same time the state increased funding by millions for family centered services. Iowa was one of the first states in the nation to establish a state-wide system of in-home, family-centered services.

On November 1, 1993, Iowa restructured certain child welfare services that serve children in the child welfare, mental health and juvenile justice systems. These services were restructured to offer rehabilitative behavioral health treatment services in a consistent way regardless of the child welfare funding source. This set of services is called rehabilitative treatment and supportive services. The services are designed to provide skill development, therapy, counseling and supportive services to address children and youth's emotional or behavioral disturbances and other dysfunctional behavior. The services are purchased through three programs: family-centered, family foster care and group care. The services are discussed in more detail later in this report. The eligibility for these services is based on the child's need for the service.

In an effort to further assist local jurisdictions to stay within their child welfare budgets DHS provides funds to local juvenile courts specifically earmarked for the development of community based alternatives – day treatment, tracking and monitoring, school based supervision and life skills. Specific information regarding these services is provided in the “Crime Analysis” section of this report. In most cases the court contracts for the provision of these services.



In 2002, the Governor retained a consulting firm, Public Strategies Group (PSG), to assist in redesigning government services. During the 2003 Legislative Session the Iowa assembly passed Senate File 453, a response to a PSG recommendation, which requires redesign of the Iowa child welfare system focusing on improving outcomes for families involved in the system. The bill also cuts \$10 million from DHS and requires \$10 million in future savings. During FY04 the child welfare and juvenile justice system changes will be developed and implemented. The SAG has a committee that is monitoring the redesign activities.

Local officials have a significant impact on how much of the state funding for juvenile justice services is planned for and expended in their respective jurisdictions. Provided below are some examples of regional and local planning initiatives.

### **c. State Funding - Regional Planning**

Iowa's group foster care and Training School budget process serves as an example regarding regional planning for state dollars. The legislature annually budgets the funding determined necessary for a specific number of beds for the training school and foster group-care and appropriates accordingly. The budgeted bed capacity at the training school is broken down and allocated to the eight juvenile court judicial districts by the Chief Juvenile Court Officers using a formula that takes into account prior usage and child population in the local district. These allocations may be modified or updated throughout the year through consensus of the Chief Juvenile Court Officers.

In foster care, the established budget represents a monetary cap on group care expenditures. DHS and the courts develop a formula for allocating a portion of the statewide expenditure to each of eight established DHS regions. The formula is based upon the region's proportion of the state population of children and the statewide usage of group foster care in the previous five fiscal years and other indicators of need. The expenditure amount determined in accordance with the formula is the group foster care budget target for that region.

Locally in each of the DHS regions, representatives appointed by the department and the juvenile court establish a plan for containing the expenditures for children placed in foster group-care within the budget allocated to that region. The plan includes monthly targets and strategies for developing alternatives to group foster care placements in order to contain expenditures for child welfare services within the amount appropriated by the legislature. State payment for foster group-care placements are limited to those placements made in accordance with the regional plans.

### **d. Localized Planning Structures**

In Iowa a variety of localized planning initiatives are shaping services for system and non-system youth. Provided below are descriptions of some of Iowa's more significant localized planning initiatives. It should be noted that in most of Iowa communities all of these planning efforts may be taking place simultaneously. The challenge for local officials relates to the coordination and organization of a variety of related, but different planning efforts. The localized planning efforts include:

*Decategorization* - Created in 1987 as a pilot, decategorization (Decat) is an Iowa initiative that allows the County Board of Supervisors to collaborate with the local office of the state DHS and the Juvenile Court for purposes of decategorizing child welfare funds to form a funding pool for a county or group of counties. The intent of the Decat concept is to create more efficient and effective child welfare and juvenile justice systems. As a result, many Decat counties have developed innovative cross-system approaches to providing more community-based responses to children and families who enter the child welfare and juvenile justice systems. Ninety-eight of the 99 Iowa Counties are decategorized – they are organized into 39 regional Decats.

*Success IV* - Success IV is part of a Department of Education (DE) comprehensive school improvement initiative designed to mobilize kids, families, schools, and communities to address today's challenge of fostering the healthy social, emotional, intellectual, and behavioral development of Iowa's children and youth. Delinquent youth are certainly one of the many school populations impacted by Success IV. The initiative provides financial support, technical assistance, and resource linkage to over 300 school sites that elect to address these issues through their school improvement process. Success IV provides a conceptual framework within which schools can organize the many disparate projects, programs, and funding streams intended to address a variety of problems associated with social, emotional, intellectual, and behavioral development. Activities range from youth development, prevention and early intervention to programs and services designed to intervene with the moderate

to severe problem behaviors. At DE, Success IV provides the framework for a collaborative endeavor among those involved in a wide range of programs with similar missions and supported by a variety of funding streams.

*Empowerment* - The Iowa Community Empowerment Initiative was established by legislative mandate during the 1998 Iowa Legislative session in an effort to create a partnership between communities and state government with an initial emphasis to improve the well-being of families with young children (age 0 to 5). The initiative calls for the development of local community empowerment areas statewide. Through these areas, local citizens are enabled to lead collaborative efforts involving education, health, and human services programs on behalf of children, families and other citizens residing in the area. Leadership functions can include strategic planning for and oversight and managing of programs and funding. As of April 2003, there are a total of 59 community empowerment areas in Iowa representing all 99 Iowa counties.

*Communities of Promise (COP)*— In 2001, the Iowa Commission on Volunteer Service (ICVS) formed a broad-based steering committee to launch a statewide initiative with the ultimate goals of having as many communities join the COP movement as possible and for Iowa to become a “State of Promise”. The 1997 Presidents' Summit for America's Future provided a national call to action on behalf of young people. As a result, more than 550 community and state partners across the nation have united to fulfill the Five Promises of America's Promise- The Alliance for Youth: Caring adults, Safe places, a Healthy start, Marketable skills, and Opportunities to serve. Leaders in 13 Iowa communities were contacted and encouraged to get involved by pulling together a local leadership team. These 13 pilot COP communities participated in training to help them learn how their communities can fulfill the Five Promises for Iowa's next generation of leaders.

*Iowa Workforce Development Youth Councils* – Each of Iowa's 16 Regional Workforce Investment Boards (RWIB) has a Youth Advisory Council that provides guidance for, and exercises oversight of, local youth programs operated under the Workforce Investment Act (WIA). In addition, the council provides expertise in youth policy and assists the RWIB in:

1. Developing and recommending local youth employment and training policy and practice.
2. Broadening the youth employment and training focus in the community to incorporate a youth development perspective.
3. Establishing links with other organizations serving youth in the local area.
4. Factoring the range of issues that can have an impact on the success of youth in the labor market.

Members of the Youth Advisory Council serve two-year terms, and represent people with a special interest in youth policy. Members include individuals from youth service agencies, such as juvenile justice and law enforcement, public housing, parents, consumers (former WIA participants), and the RWIB.

*Iowa SAFE Communities Program* - The Iowa SAFE Community Program is a community mobilization framework that serves as a catalyst to help communities develop a coordinated multifaceted approach to reduce risks and build strengths at the local level. The centerpiece of the SAFE Community program is the cooperation and coordination among all segments of the community. Communities achieve a SAFE “certified” status by completing a four step process involving:

1. Formation and mobilization of a SAFE Coalition.
2. Training about current community prevention models and other prevention issues.
3. Assessment of community strengths and weaknesses.
4. Development and implementation of a three-year action plan designed to build strengths and decrease the impact of substance abuse, crime and violence on the community.

*Community Health Assessments* - DPH asks all county boards of health to complete a “Community Health Assessment”. The assessment includes information collected to a variety of issues related to health including: demographics, employment, birthrates, chronic disease indicators, substance abuse and gambling, etc. Information obtained from past health assessments has received widespread use in local jurisdictions for a variety of state and local planning initiatives. The Assessments were an integral tool for data collection in all of Iowa's Comprehensive Strategy Sites.

*Child Welfare/Juvenile Justice Youth Development Allocation* – The SPA and SAG allocate funds (JJDP Act related and Juvenile Accountability Incentive Block Grant funds) based on a child population formula to local planning entities Decats (Decats are discussed above. The SPA worked with DHS, and local Decat planners to develop the application. The efforts merges planning requirement for the two separate agencies (DHS & the SPA). The allocation process is discussed in some detail in the Program Plan under the issue of “Promoting Prevention and Youth Development and Assisting Local Planning”.

## **e. Enhanced Effort by SPA to Coordinate State Efforts for Youth**

The SPA has embarked upon a number of efforts to better coordinate the state's ability to impact on policies and procedures related to localized planning. Those efforts are briefly described below.

*Iowa Youth Development State Collaboration* - Iowa and eight other states are receiving special demonstration funding from the U.S. Department of Health and Human Services (HHS) to help communities provide their youth with the support and opportunities they need to be healthy and productive community members. Iowa is in the fifth year of this demonstration project which involves state agencies, service providers, youth and others. Iowa will soon be applying to HHS for continuation funding.

Oversight for the initiative is provided by the Iowa Youth Development State Collaboration Task Force. Its membership is comprised of state agency staff, youth, representatives from communities and local youth serving programs, and many others. The group is working to find ways of meeting the project's goals by:

- developing and coordinating training and technical assistance projects,
- agreeing on common definitions, program objectives and desired outcomes,
- finding ways of involving youth in state and local planning, and
- looking for ways to align state program policies, activities and connections with local planning initiatives.

*Embedding Prevention in State Policy and Practice* – Iowa was chosen as one of six states to participate in a Bureau of Justice Assistance Initiative that seeks to utilize prevention as a public policy response. The initiative, which is nearing completion, has provided Iowa with training and technical assistance from the National Crime Prevention Council and funding from the David and Lucile Packard Foundation. Some of the goals of the assistance have included:

- broad-based involvement of multiple sectors of state and local players in the process;
- commitment to support community planning through individually tailored local needs assessments, planning and implementation of comprehensive, community-based prevention efforts;
- commitment to change state policy, funding, regulation and legislation as required to support comprehensive, community-based prevention efforts.

*National Governor's Association Center for Best Practices Youth Policy Network* – Iowa is also nearing completion on an effort which has aimed to help improve outcomes for youth by supporting state-local partnerships and interagency efforts aimed at developing and implementing youth development strategies. The Network has assisted Iowa and other states in building current youth policies and helping states to learn about and adopt best practices of youth development. The initiative has been, for the most part, a technical assistance effort that offers communication, discussion and customized TA around the specific state youth development issues. Iowa was one of 10 states selected to receive this assistance.

*SAG Policy and Program Committee Efforts* – At its fall retreat the SAG identified a need to take steps to further a youth agenda. Part of the discussion focused on the recent loss of a variety of prevention funding at the federal and state level. The SAG utilized its own Program and Policy Committee to better identify potential issues. Through a series of meetings in the fall and winter of 2002-03 it developed a "Policy Statement on Prevention and Youth Development" (See Appendix C). The Policy Statement speaks specifically to the need, importance and effectiveness of prevention. The policy statement additionally identifies youth development as the potential vehicle to further state prevention and other youth related issues.

## **B. SYSTEM FLOW**

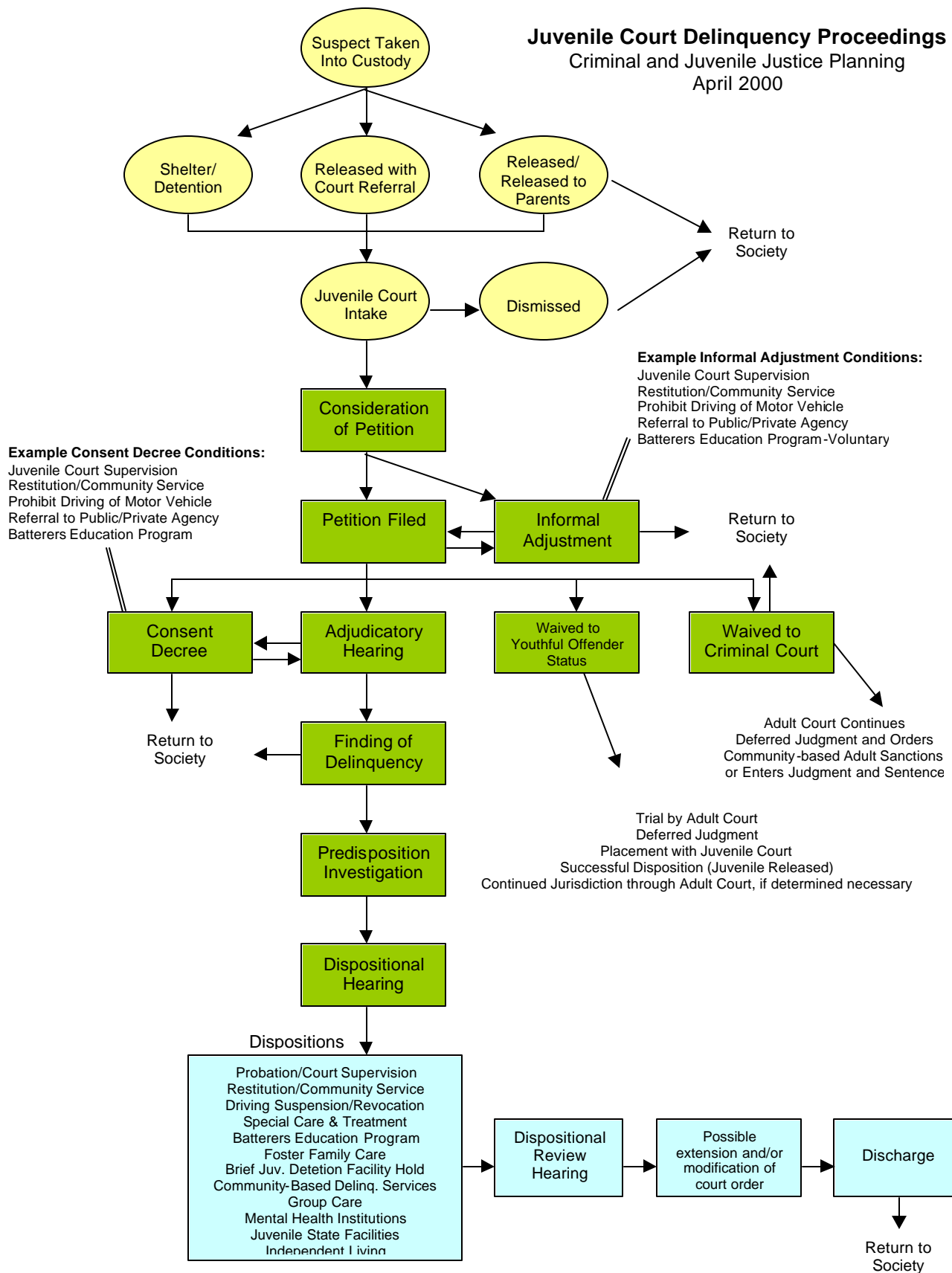
Provided in this section is a brief overview of delinquency processing for youth. Included as well is a flow chart that details the major decision points for such youth. Basic information regarding the juvenile court structure was provided in the "Description of System Section" earlier in this report. *Additional discussion of delinquency decision points, services, and data, as well as illustrations regarding court processing are provided in the "Crime Analysis" section. The table of contents reflects accordingly.*

## **Delinquency Processing**

Iowa Code Section 232.2(12) defines a delinquent act as the violation of any state law or local ordinance which would constitute a public offense if committed by an adult, the violation of a federal law or a law of another state which violation constitutes a criminal offense if the case involving that act has been referred to the juvenile court, offenses for possession of alcohol (Iowa law expressly forbids the use of detention for youth for possession of alcohol).

Court proceedings for delinquent youth are outlined in Iowa Code Section 232. Youth that commit delinquent acts can be referred for processing (typically by law enforcement) to the juvenile court. Many cases referred to juvenile court are diverted from formal system processing and receive either an informal adjustment (a contract outlining the conditions of probation signed by the youth and a juvenile court officer), or a consent decree (a consent decree is similar to an informal adjustment except it is signed by a judge). Youth that require formal system processing have a delinquency petition filed, receive delinquency adjudication and dispositional hearings. A fairly extensive array of dispositional options are available for delinquent youth which include probation, day treatment, substance abuse treatment, mental health treatment, residential placement, etc.

Figure 1: System Flow of the Juvenile Justice System



## C. SERVICE NETWORK

Provided in this section is discussion of some of the services which may be maintained by providers and systems outside of the formal juvenile justice system. Discussion and information is provided regarding the following services including: alcohol and drug programming, mental health services, alternative or special education and job training, and child in need of assistance related services. It should be noted that many of these services are accessed by both delinquent and nondelinquent youth. The section is organized according to the four areas in Iowa's Results Matrix.

### I. YOUTH ARE HEALTHY AND SOCIALLY COMPETENT

Included in this section is information regarding the result area "Youth are Healthy and Socially Competent". It should be noted as well that many of the services reflected in this section have impact on the other three result areas (Youth are Successful in School; Youth are Prepared for Productive Adulthood; Youth Have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

There are a number of factors that determine the health and social competence of youth. Indicators of physical and mental health, lifestyle choices, and pro-social relationships can help define the health and social competence of youth. Youth who get a healthy start in life have a distinct advantage over those who do not. Provided in the discussion regarding this result area is information regarding services and indicators that reflect the healthy and socially competence of youth.

#### a. Alcohol and Drug Programming

A variety of substance abuse services are provided for Iowa youth – the types of services include:

- In-school model program prevention curricula
- Before and after school programs
- Universal, selective and indicated preventive interventions
- Core prevention services involving coalition development, mentoring programs and workplace programs
- Drug testing
- Court diversion programs
- Group and individual counseling
- Residential/inpatient or outpatient services
- Substance abuse services in day treatment
- Group care or state institutional services
- Drug courts
- Drug Abuse Resistance Education Officers (DARE)

Provided below is a discussion of the funding sources for a variety of the Iowa's substance abuse prevention programming. Additional information is provided regarding Iowa's managed care plan – the Iowa Plan for Behavioral Health and other options for expenses related to substance abuse services.

*Substance Abuse Prevention Programming* - The Iowa Department of Public Health (DPH) administers approximately \$5 million in substance abuse prevention program funding. The statewide strategic planning initiative produced a State Plan for Substance Abuse Prevention that will continue to serve as a guide for the next two years for prevention services for alcohol, tobacco, and other drug abuse and related problems. As current DPH funding is allocated, the State Plan is used as a needs assessment resource. Indeed, a product of the process is substance abuse needs assessment information that can be utilized for a number of local planning purposes as well as to access DPH funding. DPH utilized a state and regional planning process to provide data and identify state and regional goals related to substance abuse issues.

*Comprehensive Prevention* – In FY03, the Iowa Department of Public Health awarded \$2,889,810 of a combination of Federal and State funds to 23 agencies that collectively provide services to youth and adults in all 99 Iowa counties, in an effort to prevent substance abuse. At the state-level Comprehensive Prevention Substance Abuse funds are administered by the Office of Substance Abuse Prevention (DPH). The six strategies that the agencies use in their efforts are Information Dissemination, Education, Alternative Activities, Problem Identification and Referral, Community-Based Planning Process, and Environmental / Community Norms. *Project*

*SIGNificant* – In 2001, Iowa received a center for Substance Abuse Prevention State Incentive Grant. With this new funding, a revised state strategy will be developed, Model Programs will be implemented and environmental strategies will be emphasized in coalition development.

*J.E.L (Just Eliminate Lies)* –JEL is a statewide youth movement targeting tobacco use. The initiative, with support from Iowa Department of Public Health and dedicated revenue from tobacco settlement funds, has been developed and is led by Iowa high school students. JEL is based on advocacy activities on both the state and local levels and it has its own media/marketing campaign to combat the advertising of the tobacco industry. Among its activities is an annual summit where students from across the state learn about tobacco issues and design a campaign strategy.

*Enforcing Underage Drinking Laws (EUDL)* – In Iowa allocates the \$360,000 EUDL award to local communities to assist in developing comprehensive and coordinating initiatives to enforce State laws that prohibit the sale of alcoholic beverages to minors and to prevent the purchase or consumption of alcoholic beverages by minors (defined as individuals under 21 years of age). The funds can be used to support activities in 1 or more of the 3 areas outlined in the Federal legislation: Enforcement, Public Education Activities, and Innovative Programs. An example of a law enforcement activity is creating law enforcement and prosecution task forces to target establishments suspected of consistently selling alcohol to minors. Public education activities range from sponsoring media contests to creating billboard messages. Innovative programs include creating youth task forces to examine community norms and messages young people are receiving, or hiring an individual to act as a liaison between youth and communities on the issue of underage drinking.

*Iowa Plan for Behavioral Health* - On September 1, 1995, Iowa launched the Iowa Managed Substance Abuse Care Plan (IMSACP). This was a joint project of DPH and DHS. IMSACP ended December 31, 1998 and was replaced by the Iowa Plan for Behavioral Health – the Iowa Plan. Merit Behavioral Care of Iowa (MBC) was awarded the contract to serve eligible individuals through the Iowa Plan. MBC subcontracts with the National Council on Alcoholism for specific development and monitoring responsibilities.

The basic concepts of the plan are overviewed in the “Mental health Services to Juvenile in the Juvenile Justice System” section later in this report. Eligible Medicaid clients (with certain exceptions) are included in the group of persons covered by the Iowa Plan. Through the Iowa Plan, eligible clients can access a full *range* of substance abuse treatment services, including assessment and referral, treatment, and continuing care. Medicaid clients at the most intensive levels of care (clinically managed medium intensity residential; clinically managed medium/high intensity residential; medically monitored intensive inpatient residential; and medically managed intensive inpatient) require pre-treatment authorization and concurrent clinical reviews.

*Other Substance Abuse Options* - Through funds supplied to the program by the Department of Public Health, The Iowa Plan is able to continue to serve clients that are NOT Medicaid eligible. Eligible non-Medicaid clients include individuals who can demonstrate that their annual income is below 300 percent federal poverty level. Substance abuse services are being provided to delinquent and system youth in families covered by private insurance. The array of services actually available would be dictated by the individual coverage of those families. However, clinical substance abuse treatment services provided by state licensed programs are required to adhere to the ASAM Placement Criteria.

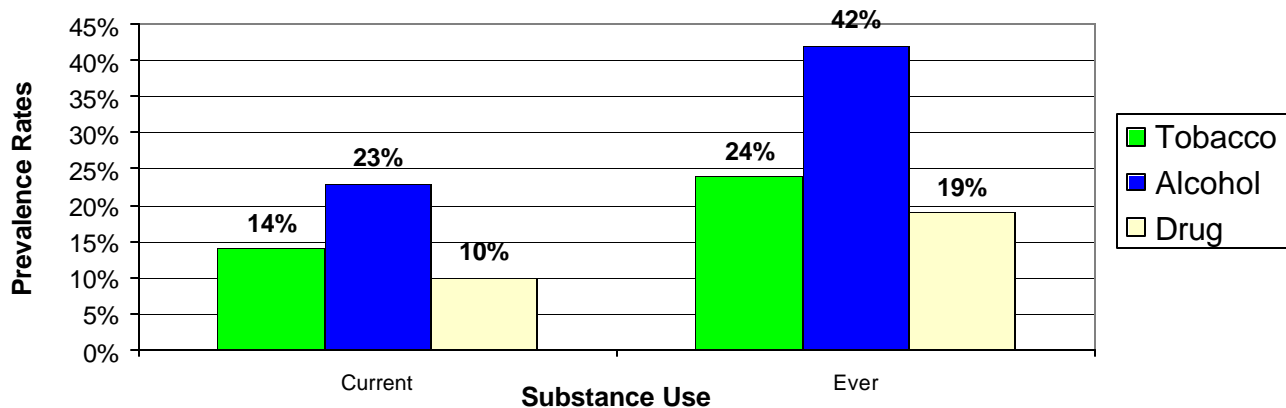
### **Statistics Relative to Substance Abuse**

Provided below are a variety of statistics relative to substance abuse by youth.

Legal and illegal substances can be very addictive to children and adults alike. There are more deaths, illnesses, and disabilities each year from substance abuse than from any other preventable health condition.

*Youth Survey Substance Use* - The below table provides information taken from the 2002 Iowa Youth Survey (IYS). The survey was conducted in the fall of 2002. Every three years youth in 6<sup>th</sup>, 8<sup>th</sup>, and 11<sup>th</sup> grades in both public and private Iowa schools are surveyed. Surveys were completed in 349 of Iowa's 371 public school districts (94.1%) and in a minimum of 49 of 178 private schools (27.5%). A total of 96,971 public and private school students across the state completed the IYS, with each county represented by at least 170 students, except Wayne County. The Youth Survey is conducted as part of a collaborative effort between the SAG, the Departments of Education, Health, Workforce Development, the Iowa Governor's Office of Drug Control Policy, the Iowa Consortium for Substance Abuse Research, and the Higher Plain, Inc. *The results in the below table and from tables throughout this plan are from questions in the survey.*

Figure 2: Tobacco, Drug, and Alcohol Use as Reported by Students



Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked student respondents to report current and past tobacco, alcohol, and drug use.

- Fourteen percent of respondents reported current tobacco use while 24 percent reported ever using tobacco products.
- The percent of respondents that reported using alcohol was much higher. Twenty-three (23) percent reported current alcohol use while 42 percent reported ever using alcohol.
- Only 10 percent of respondents reported current use of drugs (e.g., amphetamines, cocaine, inhalants, marijuana, and steroids), while 19 percent reported ever using drugs.

*Arrests for Certain Drug Related Violations* - The transportation, manufacture and delivery of illegal narcotics is an issue at both the state and federal level. Many other types of criminal activities can be linked to the use, transportation, manufacturing and delivery of illegal narcotics, and the illegal use, manufacturing and distribution of narcotics help increase the number of arrests for other criminal activities including but not limited to robbery, theft, burglary, assault, sex offenses, intimidation, domestic abuse and murder.

Table 2: Arrests for Drug/Narcotic Violations and Drug Equipment Violations

	Total Arrests	Rate (per 100,000)	Juvenile Arrests	Rate (per 100,000)
1997	9,991	380.9	1,388	211.0
1998	10,645	401.4	1,509	229.2
1999	11,466	415.5	1,641	237.7
2000	11,682	417.2	1,683	240.0
2001	10,766	367.9	1,551	211.4

Source: Iowa Department of Public Safety – Uniform Crime Report (1997-2001)

Remarks regarding table:

- The table shows a steady increase in the number of arrests for drug offenses from 1997 to 2000, and a decrease in 2001.
- The number and rate of arrests for drug offenses for both juveniles and adults increased notably from 1997 to 2000, and decreased in 2001.



## **b. Mental Health Services to Juveniles in the Juvenile Justice System**

For youth involved in the juvenile justice system mental health services are provided in a variety of settings and paid for through a variety of funding streams. The settings include:

- In home services
- Office and school settings
- Day programs
- Day treatment
- Group care
- Inpatient hospitalization
- Juvenile detention facilities
- State institutions.

*Funding* - Mental health services in the juvenile justice system are funded through:

- Rehabilitative treatment and supportive services in the child welfare system (those services were discussed in the Structure and Function section of this report)
- The Iowa Plan for Behavioral Health
- State Children's Health Insurance Program
- Private health insurance
- Sliding fees for private pay
- Funding administered through county of residence for psychiatric services at the University of Iowa (Sliding fees are funded through both private and local government sources)

Provided below is information regarding a variety of activities taking place regarding mental health issues for youth.

*SAG Mental Health Committee* – For the past 2 years the SAG has maintained a Committee that has been engaged in a variety of activities relative mental health issues for Iowa youth. The Committee includes SAG members, mental health professionals, youth service providers, and concerned citizens. Research by the group reflects that two of the services in the child welfare/juvenile justice system (shelter care and juvenile detention) that work with youth with some of the most pressing mental health issues, have extremely limited training opportunities regarding the issues of mental health. The groups has been actively engaged in a variety of mental health related training activities for juvenile detention and shelter care facility staff. The effort is discussed in greater detail in the "Program Description" section of this report.

*Mental Health System Redesign* - DHS, at the request of the Iowa General Assembly, is currently looking at a "redesign" of mental health/developmental disabilities (MH/DD) services in Iowa for both adults and children. This work will address eligibility and access to a uniform disability system to meet the needs of adults and children.

Key issues include:

- Standard statewide eligibility (clinical and financial)
- Statewide availability
- Gaps in the system
- Reaching all people who have MH/DD needs
- Child and adult system transition processes
- Changes needed to the Iowa Code

*Iowa Plan for Behavioral Health* - On March 1, 1995 the Mental Health Access Plan (MHAP) was launched in Iowa with a managed care organization providing the management of the program. MHAP ended on December 31, 1998 and was replaced by the Iowa Plan for Behavioral Health. Some of the youth accessing Iowa Plan services are involved in the juvenile justice system. The intent of the program is to expand the access and range of appropriate mental health services. Mental health services provided include: psychiatric services, outpatient, inpatient, partial hospitalization, day treatment, intensive outpatient, and crisis intervention.

An estimated 180,000 Iowa Medicaid recipients are covered by the Iowa Plan. With certain exceptions, recipients include those eligible through the Family Investment program (Iowa's AFDC) and related categories, as well as people eligible through Supplemental Security Income (SSI) and related categories who are also under the age of 65.

*Other Mental Health Options* - Mental health services may be available through the State Children's Health Insurance Program (known in Iowa as Hawk I) and private insurance coverage's held by some families. The array of services actually available under private insurance coverage would be dictated by the individual coverage of those families.

Families without insurance coverage that are not eligible for the Medicaid programs (State Children's Health Insurance Program, Iowa Plan and Rehabilitative Treatment and Supportive Services) are more limited in the mental health options available. Some communities have mental health centers or mental health providers that will provide services on a sliding fee scale basis. Some families also may qualify to receive State Psychiatric services at the University of Iowa Psychiatric Hospital. Funding for these services is administered according to county of residence.

*Psychiatric Mental Health Institutes for Children* - Psychiatric Medical Institutions for Children (PMIC's) service children with psychiatric disorders who are able to be treated in a physically non-secure setting. Treatment services include diagnostic services, psychiatric services, nursing care, and rehabilitative services under the direction of a qualified mental health professional. Funding sources for PMIC's are state and federal Medicaid funds. Most youth in PMIC facilities are CINA's.

### **Statistics related to Mental Health**

Provided below are a variety of indicators reflective of the mental health of Iowa youth.

*Youth Ability to Make Friends* - One of the indicators which research suggests demonstrates the overall mental health of youth is related to their ability to make friends. Youth that are able to create friendships easily tend to be more socially involved with their peers, tend to have more social attachment, and generally feel better about themselves. The below table provides IYS information relative to youths ability to make friends.

Table 3: Ability to Make Friends

I am good at making friends	6th Grade	8th Grade	11th Grade	Weighted State
Strongly Agree	48.0%	38.0%	32.0%	39.0%
Agree	43.0%	51.0%	57.0%	51.0%
Disagree	7.0%	8.0%	9.0%	8.0%
Strongly Disagree	2.0%	2.0%	2.0%	2.0%

Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked student respondents to report on their ability to make friends.

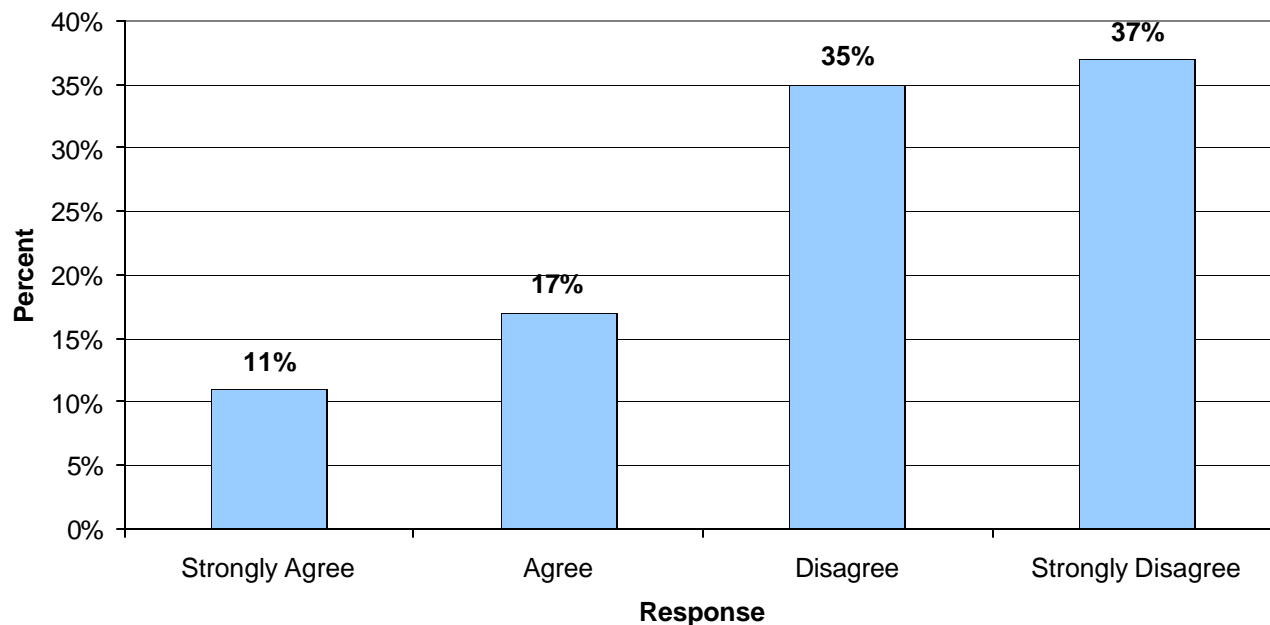
- From table it can be seen that most youth, 90% for the weighted state, believe that they are good at making friends.

*Positive Identity* - Children who have a positive identity and good self-esteem tend to be more involved in their schools and communities, and are therefore more attached to their schools and communities. They feel better about themselves and are less likely to exhibit anti-social behavior or engaged in negative activities.

Figure 3: Positive Identity

Percent of Youth who Responded to the Following Statement:

◆ *I feel I do not have anything to be proud of.* ◆



Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to the statement “I do not have anything to be proud of”.

- The figure shows that 72 percent of student respondents responded “Disagree” or “Strongly Disagree” to the statement.
- Only 28 percent of the respondents agree that they do not have anything to be proud of.

*Fun and Recreation* - Youth that spend time both with family and friends recreating and having fun have a greater chance of having a positive self-image and positive self-identity. They have a chance to relieve stress and are at a greater chance of being both mentally and emotionally healthier.

Table 4: How many evenings do you go out for fun and recreation

During an average week (including weekends) how many evenings do you go out for fun and recreation?	6th Grade	8th Grade	11th Grade	Weighted State
None	7%	5%	3%	5%
1	14%	11%	7%	11%
2	19%	20%	19%	19%
3	21%	25%	26%	24%
4 or 5	21%	24%	28%	24%
6 or 7	18%	16%	16%	17%

Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to the question “During an average week how many evenings to you go out for fun and recreation?”

- On average 95% of the youth responded that they go out for fun and recreation at least once a week.

- On average 65% responded that they go out 3 or more times a week.

### c. Other Health Related Services and Indicators

There are a variety of other health related services for youth including pregnancy prevention efforts, free and sliding fee scale clinics, school based health services, etc. Provided below are a variety of health related indicators. Included with the indicators is a very brief description of some of the programs created to assist in improving the overall health of youth and families.

*Free and Reduced Lunches* - Children from certain low-income families qualify to participate in free and reduced lunch programs at school. Qualification for the program is determined by household size and income. School lunch programs potentially enhance children's health and learning abilities by contributing to their physical and mental well-being.

Table 5: Free and Reduced Meal Eligibility (1997 – 2003)

School Year	Number of Students Eligible for Free and Reduced Meals	Percentage of Students Eligible for Free and Reduced Meals
1997 - 1998	139,415	27.6%
1998 - 1999	135,577	27.5%
1999 - 2000	130,934	26.3%
2000 - 2001	131,577	26.7%
2001 - 2002	129,554	26.7%
2002 - 2003	137,414	28.5%

Source: Iowa Department of Education

The numbers for the table are based on participation in the annual Basic Education Data Survey.

Remarks regarding the table:

- The percentage of youth eligible for free and reduced lunches has remained fairly constant for the report years.
- The number of students eligible for free and reduced meals was at its lowest in 2001 – 2002 (down 7% for 1997 – 1998). From 2001 – 2002 to 2002 – 2003 the number of students eligible increased by 6%.

*Family Investment Program (FIP)* - To assist families in need as they become self-supporting Iowa has the Family Investment Program (FIP). This program helps so that dependent children may be cared for in their own homes or homes of relatives. Through this program, at-risk children and their families receive financial support to help the family with job seeking skills, receive information on general health and nutrition for children, skill building activities, etc.

Table 6: FIP Cases (2000 – 2002)

Federal Fiscal Year	Average Monthly Cases	Average Monthly Recipients
2000	20,272	54,280
2001	19,578	51,738
2002	20,223	53,572

Source: Iowa Department of Human Services

Remarks regarding the table:

- The average monthly number of cases has remained stable for the report years.
- The average number of recipients decreased approximately 5% from 2000 to 2001 and increased approximately 4% from 2001 to 2002.

*Food Stamps* - Yet another program to help low-income families is the food stamp program. This program promotes the general welfare of eligible families by raising their levels of nutrition to avoid hunger and malnutrition.

Table 7: Food Stamp Program (2000 – 2002)

Federal Fiscal Year	Average Monthly Cases	Average Monthly Recipients
2000	52,785	124,384
2001	53,553	124,475
2002	59,101	137,585

Source: Iowa Department of Human Services

Remarks regarding table:

- Between 2000 and 2002 there has been an 11% increase in the average number of monthly recipients receiving food stamp assistance, and a 12% increase in the average number of monthly cases.

*Medicaid* - The Medicaid program, enacted under Title XIX of the Social Security Act, is a Medical Assistance Program financed through joint federal and state funding and administered by each state according to an approved state plan. Under this plan, a state reimburses providers of medical assistance to individuals found eligible under Title XIX and other various titles of the Act.

Table 8: Medicaid Assistance

	1999	2000	2001	2002
Number of Recipients	203,196	202,821	213,460	237,563

Source: Iowa Department of Human Services

Remarks regarding table:

- There has been a 16% increase in the number of Medicaid recipients from 1999 through 2002.

*Teenage Birth Rate* - Teenage births affect both teenage parents and the children born to teenage parents. Teenagers are generally economically and emotionally unprepared for the demands of parenthood. In addition, infants who are born to teenage mothers are at a heightened risk for low birth weight, and will likely face economic hardship during their childhood.

Table 9: Teenage Birth Rate

	1997	1998	1999	2000	2001
14 years and younger	40	43	44	48	34
15 to 17 years old	1,330	1,234	1,198	1,136	1,049
Total	1,370	1,277	1,242	1,184	1,083

Source: Iowa Department of Public Health

Remarks regarding table:

- The overall teenage birthrate decreased 20.9% during the report years.
- The birth rate for youth 15 to 17 years old decrease 21% during the report period.

## II. YOUTH ARE SUCCESSFUL IN SCHOOL

Included in this section is information regarding the result area "Youth are Successful in School". It should be noted as well that many of the services reflected in this section have impact on the other three result areas (Youth are Healthy and Socially Competent; Youth are Prepared for Productive Adulthood; Youth Have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

School environment, school attachment, and academic achievement are all factors that can help determine if youth are successful in school. Students with smaller class sizes and lower student/teacher ratios tend to perform better in school. In addition, students who remain in one school may feel more attached to their school and teachers, and therefore perform better academically than students who move frequently from one school to

another. Preparation for adulthood can be determined by high school dropout rates and the percent of high school graduates pursuing further education.

## **Alternative or Special Education Programs for Delinquent Youth**

Iowa provides a variety of alternatives for at-risk and delinquent youth including: tutoring or mentoring programs, after school activities, day treatment services, truancy liaison officers, etc. Discussed below is a sample of the noteworthy alternatives presently available for delinquent and at-risk youth.

*Alternative Schools* - There are currently 101 alternative schools in Iowa. Seventy-five counties now have at least one alternative school located within their boundaries. Alternative schools provide educational and vocational services to youth that in many instances have problems with delinquency, chronic absenteeism or who have dropped out of school. Certainly not all of the youth attending these schools are delinquent or system youth, but such schools are a viable option for such youth.

The Department of Education continues to encourage the development and implementation of area-wide (regional) alternative schools. The regional concept allows a number of school districts to work together to provide alternative school services – 292 school districts have formed consortiums to provide alternative schools because they cannot afford to provide them on their own or realized a greater advantage from shared programming. As an example, a regional alternative school in Newton is accessed by a total of seven different school districts. A number of school districts in Iowa as well have formed partnerships with community colleges to complement their high school education with career planning, vocational training, work placement, and post secondary planning.

*Area Education Agencies* - It should be noted that delinquent youth in some of Iowa's most restrictive settings such as the state training schools, group care facilities, mental health settings or other out of home placements are often served by staff from Area Education Agencies (AEA's). AEA's are regional/intermediate education units that provide both specialized training for staff and educational assistance for students in many of these restrictive settings. AEA's also provide specialized training to address the needs of students at risk and those with special needs within their regions for staff in regular educational settings.

*Success IV* - Success IV is part DE's comprehensive school improvement initiative designed to mobilize kids, families, schools, and communities to address today's challenge of fostering the healthy social, emotional, intellectual, and behavioral development of Iowa's children and youth. Delinquent youth are certainly one of the many school populations impacted by Success IV. The initiative provides financial support, technical assistance, and resource linkage to over 300 school sites that elect to address these issues through their school improvement process. Success IV provides a conceptual framework within which schools can organize the many disparate projects, programs, and funding streams intended to address a variety of problems associated with social, emotional, intellectual, and behavioral development. Activities range from youth development, prevention and early intervention to programs and services designed to intervene with the moderate to severe problem behaviors. At DE, Success IV provides the framework for a collaborative endeavor among those involved in a wide range of programs with similar missions and supported by a variety of funding streams.

*21<sup>st</sup> Century Grant Learning Centers* – With the enactment of the No Child Left Behind Act, 2001 (NCLB1, administration of the distribution of funding for the 21st Century Learning Communities (21st CCLC) program has been devolved to the states. The overarching goal of this new state administered program is to establish or expand community learning centers during non-school hours to provide students who attend schools eligible for Title I schoolwide programs (i.e., 40% of students are eligible to receive free and reduced lunch) with academic enrichment opportunities and supportive services necessary to help them achieve academically and develop socially, emotionally, physically, and behaviorally. Entities now eligible to receive Iowa's grant funds for a period of five (5) years has been expanded to include local educational agencies (LEAs), cities, counties, community-based organizations (CBOs), faith-based organizations (FBOs), non-profit organizations (NPOs), or a consortium of two or more such agencies, organizations or entities. Applicants are required to plan their programs through a collaborative process that includes parents, youth, and representatives of participating schools or local educational agencies, governmental agencies (e.g, cities, counties, parks and recreation departments), community organizations, and the private sector.

*Character Counts* – The Institute for Character Development's (ICD) mission is to recognize, enhance, and sustain the positive qualities of Iowans in order to promote civility through character development. The

cornerstone of the focus has been acting as a statewide partner of the national CHARACTER COUNTS! Coalition. This partnership has enabled the development and mobilization of community based character development initiatives rooted in the Six Pillars of Character: Trustworthiness, Respect, Responsibility, Fairness, Caring and Citizenship. The vision is to mobilize the entire state around the issues of civility and decision-making rooted in good character. Civility and character development fit everywhere, from the art room to the boardroom, and there is not an individual or organization that cannot benefit from efforts to enhance actions related to decision making.

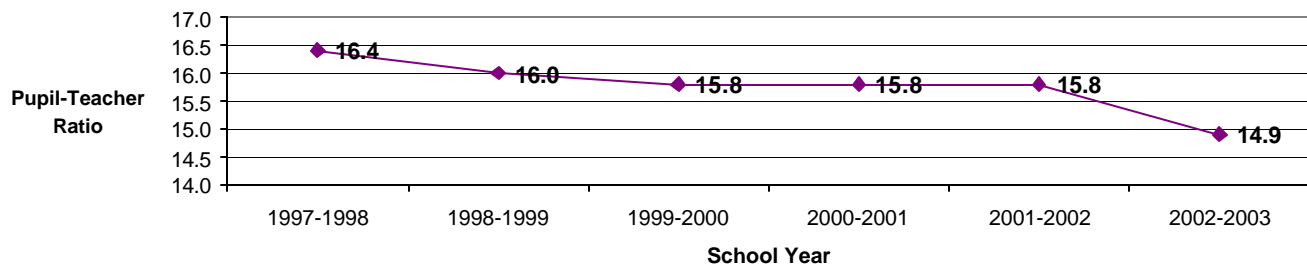
*Specialized Instructional Services* – Schools in Iowa provide many programs and services designed to meet the special needs of students with emotional and behavioral problems. Services are provided to students to the extent possible in their home schools. A problem solving approach that includes functional behavioral assessment and the design of positive behavioral supports provides the structure for service delivery that begins in the regular classroom, includes teacher assistance teams, and provides the services of special education staff in regular classrooms, and when necessary, in special settings. Services in schools are supported by a complement of support staff supplied through the AEA's that includes school psychologists, social workers, educational consultants, speech-language pathologists, and an array of other specialists.

### Statistics Relative to Education

Provided below are a variety of statistics relative to state graduation and school dropout rates. The statistics provide a snapshot of the overall performance of Iowa students.

*Pupil Teacher Ratios and Class Size* - Environment can be very important to the productivity and success of children in an academic setting. The availability of teachers and smaller class sizes generally create more success in a classroom setting.

Figure 4: Iowa Public School K-12 Pupil-Teacher Ratios



Source: Iowa Department of Education

Remarks regarding table:

- The ratio of pupils to teachers in Iowa's public schools has been decreasing over the past few school years (see Figure 9).
- The ratio decreased from 16.4 in 1997-98 to 16.0 in 1998-99. It decreased again in 1999-00 to 15.8.

*School Enrollment* - As seen in the below table public school enrollment has been decreasing over the past few years. The table information also reflects that non-public school enrollments have been decreasing as well, leading to a decrease in the total school enrollments in Iowa over the past 5 school years.

Table 10: Iowa Public and Non-Public School K-12 Enrollments

	Public	Non-Public	Total
1997 - 1998	505,130	43,417	548,547
1998 - 1999	502,534	42,758	545,292
1999 - 2000	498,607	42,280	540,887
2000 - 2001	494,291	40,943	535,234
2001 - 2002	489,523	39,881	529,404

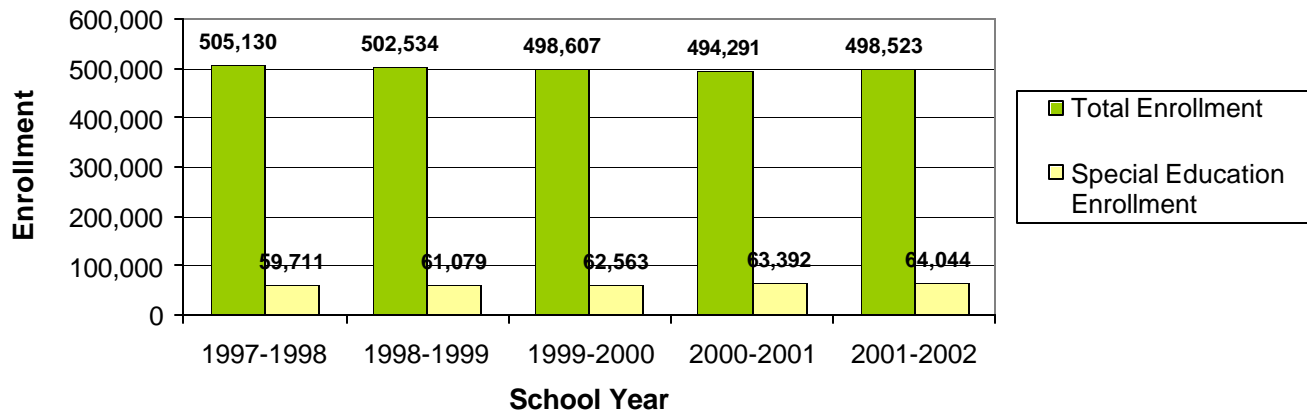
Source: Iowa Department of Education

Remarks regarding table:

- The decrease in total enrollment in Iowa schools between 1997 - 98 and 2001 - 02 was 3.4%.
- The average decrease between each school year was 0.9%.
- These decreases in enrollment could help explain the decreasing pupil to teacher ratio and average class sizes seen in Figure 4 and Table 7.

*Special Education* – Children in special education setting have special needs and are provided in that setting the opportunity to increase their learning and behavioral abilities. At the same time, children who are labeled as having special needs also have greater chances to be stigmatized by teachers and peers, and greater chances to struggle with both school performance and with social interactions at school.

Figure 5: Special Education Enrollment in Iowa Public Schools



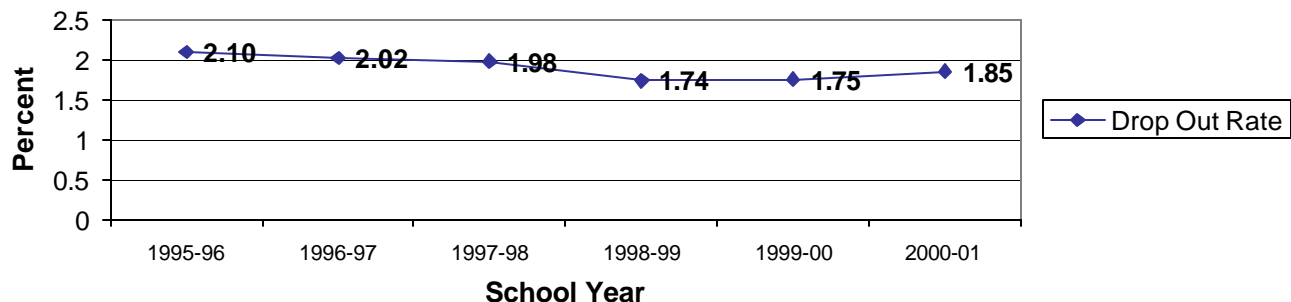
Source: Iowa Department of Education

Remarks regarding table:

- As the figure reflects, the number of children enrolled in special education continues to increase.
- Special education enrollment increased 7.3% from the 1997-98 school year to the 2001-02 school year.
- These increases in special education enrollment occurred despite a 3.4 percent total decrease in public school enrollment in the three school years.

*Dropout Rate* - Educational attainment can be directly correlated with economic security. Therefore, students who drop out of school are at risk of facing more difficulty as adults. In addition, they place their own children at risk of facing economic hardship in the future.

Figure 6: Iowa Dropouts as a Percent of Public School Students in Grades 7-12



Source: Iowa Department of Education

Remarks regarding table:

- The dropout rate for 7<sup>th</sup>-12<sup>th</sup> graders decreased steadily between 1995-96 and 1998-99 to its lowest point, and increased slightly in the past two school years.



Table 11: School Dropout by Grade

	1997 - 1998			1998 - 1999			1999 - 2000			2000 - 2001			2001 - 2002		
Grade	Drop	Enroll	%	Drop	Enroll	%	Drop	Enroll	%	Drop	Enroll	%	Drop	Enroll	%
7th	19	38,136	0.0%	12	37,529	0.0%	5	36,307	0.0%	14	36,704	0.0%	5	37,666	0.0%
8th	27	37,631	0.1%	14	38,374	0.0%	20	37,966	0.1%	13	36,458	0.0%	5	37,115	0.0%
9th	657	40,806	1.6%	577	40,741	1.4%	635	41,394	1.5%	619	37,777	1.6%	502	39,818	1.3%
10th	1,081	39,679	2.7%	846	39,652	2.1%	914	39,159	2.3%	969	38,803	2.5%	782	39,126	2.0%
11th	1,429	38,235	3.7%	1,249	38,275	3.3%	1,216	37,829	3.2%	1,222	36,363	3.4%	1,129	38,448	2.9%
12th	1,368	36,808	3.7%	1,325	37,166	3.6%	1,237	37,124	3.3%	1,383	35,254	3.9%	1,288	36,469	3.5%
Total	4,581	231,295	2.0%	4,023	231,737	1.7%	4,027	229,779	1.8%	4,220	221,359	1.9%	3,711	228,642	1.6%

Source: Iowa Department of Education

Remarks regarding table:

- The number of youth dropping out of school increases dramatically from 8<sup>th</sup> grade to 9<sup>th</sup> grade.
- Eleventh and 12<sup>th</sup> grades are the grades that account for the vast majority of youth that dropout of school, accounting for 61.4% of youth that dropout
- Youth in 7<sup>th</sup> and 8<sup>th</sup> grade only account for 0.8% of the youth dropping out of school.

*Perception of School Climate* – A number of factors related to academic performance take into consideration youths perceptions that they are in a school environment that is safe, and that teachers and students care about one-another. Provided below is youth IYS information related to those issues.

Table 12: Youth Perception of School Climate

Percent responding "Agree" or "Strongly Agree"	6th Grade	8th Grade	11th Grade	Weighted State
I feel safe at school.	88.0%	81.0%	81.0%	84.0%
My teachers care about me.	94.0%	82.0%	74.0%	83.0%
Students in my school treat each other with respect.	70.0%	51.0%	45.0%	55.0%

Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to questions regarding perceptions of their school climate.

- Student respondents generally agreed on the safety of their schools.
- Agreement decreased significantly in higher grade levels for the other two categories. Ninety-four (94) percent of 6<sup>th</sup> graders report feeling that their teachers care about them where only 74 percent of 11<sup>th</sup> graders report the same.
- Similarly, 70 percent of 6<sup>th</sup> graders report students treating other students with respect where only 45 percent of 11<sup>th</sup> graders report the same.
- Responses from 8<sup>th</sup> graders were generally in accord with the weighted state averages.

*School Attachment* - Movement in and out of school can help determine how attached a child is to his/her school, and how attached his/her family is to the community. Lack of attachment can greatly affect the academic performance of children. Children whose families move from community to community do not have a chance to get attached to their schoolwork, teachers, or peers for long enough to remain successful. Additionally, students who skip classes and/or school generally do not perform as well as those who attend school regularly.

Table 13: School Attachment

How long have you been a student in this school district?	6th Grade	8th Grade	11th Grade	Weighted State
1 year or less...	12.0%	7.0%	5.0%	8.0%
2 years...	6.0%	7.0%	4.0%	6.0%
3 years...	6.0%	8.0%	9.0%	8.0%
4 years or more...	76.0%	78.0%	83.0%	79.0%
How many times has your family moved to a different home or apartment in the last 2 years?	6th Grade	8th Grade	11th Grade	Weighted State
None...	65.0%	69.0%	77.0%	70.0%
Once...	19.0%	17.0%	14.0%	17.0%
Twice...	7.0%	6.0%	4.0%	6.0%
Three times...	5.0%	4.0%	3.0%	4.0%
Four times or more...	4.0%	4.0%	2.0%	3.0%

Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to questions regarding their school attachment.

- The table shows that the majority of student respondents (almost 80 percent) have been students in their school districts for 4 years or more.
- Only 14 percent report being new to their school districts within the past 2 years.
- Thirteen (13) percent of student respondents report their families moving to a new home or apartment two or more times within the past 2 years.
- Another 17 percent of respondents report moving once within the past 2 years.
- The majority (70 percent) report no moves to a new home or apartment within the past 2 years.

*Youth Involvement* – Extracurricular activities can help build children's self-esteem by allowing them to explore new skill areas and discover new talents within themselves. In addition to keeping youth busy and out of trouble, involvement in extracurricular activities helps children develop into productive and responsible citizens.

Table 14: Youth Involvement in Extracurricular Activities and Activities Outside of School

Percent responding that they spent one or more hours per week during the school year...	6th Grade	8th Grade	11th Grade	Weighted State
...working in a paid job.	32.0%	36.0%	68.0%	46.0%
...participating in extracurricular activities at school (sports, music, clubs, etc.)	62.0%	78.0%	72.0%	71.0%
...helping friends, neighbors, or others (including volunteer activities).	70.0%	75.0%	83.0%	76.0%
...participating in activities outside of school (sports, music, 4-H, Scouts, etc.)	72.0%	67.0%	62.0%	67.0%
...at church or synagogue worship services, programs, or activities.	66.0%	65.0%	55.0%	62.0%

Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to questions regarding extracurricular activities.

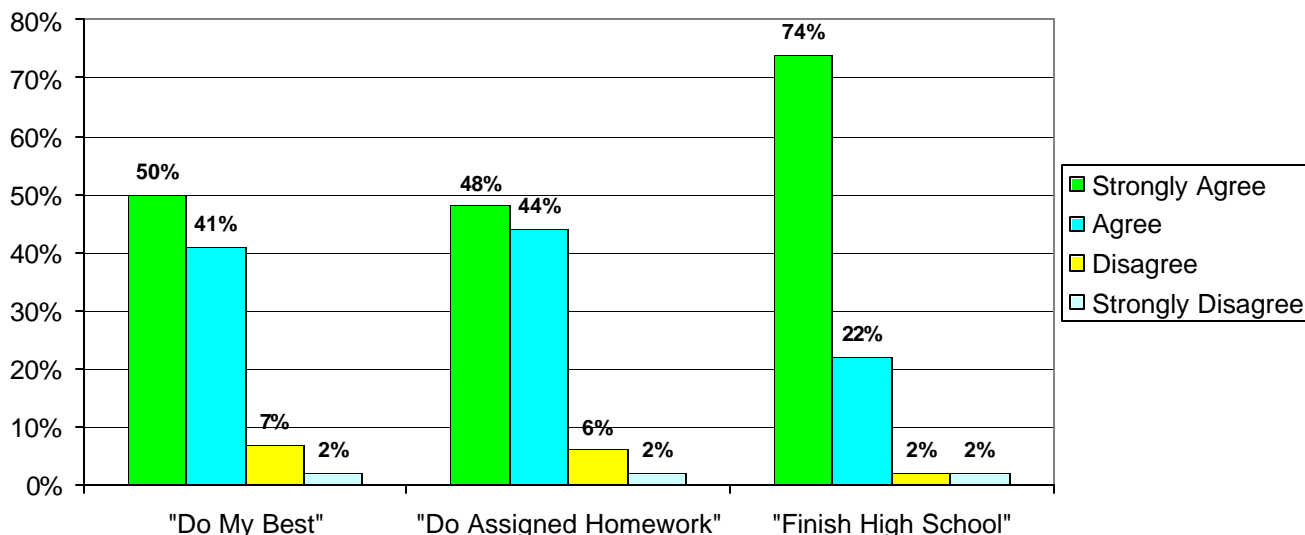
- The table shows that a majority of student respondents report involvement in extracurricular activities and activities outside of school.
- Sixth graders report being more involved in activities outside of school and religious activities than 8<sup>th</sup> and 11<sup>th</sup> graders.

- Older students, 8<sup>th</sup> and 11<sup>th</sup> graders, reported spending more time involved in extracurricular activities, helping friends, neighbors and others, and working at a paid job. This would indicate that as youth get older their focus changes to other interest and pursuits.

*Commitment to Learning* - Children who do their best in school, complete their homework, and plan to graduate from high school are less likely to drop out of school. Therefore, they are less likely to face the issues associated with dropping out of school. In addition, they are more likely to achieve academic success and secure employment as adults.

Figure 7: Commitment to Learning

Percent of Youth who Responded to the Following Statement:



Source: Iowa Youth Survey (2002)

Remarks regarding table: The 2002 Iowa Youth Survey asked students to respond to questions regarding their commitment to learning.

- The figure shows that the majority of student respondents answered “Agree” or “Strongly Agree” to the statement “I try to do my best in school.”
- Ninety-one (91) percent of respondents try to do their best in school.
- Ninety-two (92) percent of respondents report doing their assigned homework.
- Ninety-six (96) percent “plan to finish high school.”

### III. YOUTH ARE PREPARED FOR A PRODUCTIVE ADULTHOOD

This result area section contains a discussion of services and a variety of indicators that reflect whether or not Youth are Prepared for a Productive Adulthood. It should be noted that many of the services reflected in this section have impact as well on the other three result areas (Youth are Healthy and Socially Competent; Youth are Successful in School; Youth have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the “Report Format and Youth Development Framework” section at the beginning of this report.

Research reflects that the level of preparation youth have for their future often determines the success that they will enjoy as an adult. Discussed immediately below are a variety of state services and initiatives that are focused on preparing youth for adulthood.

## Job Training and Development

A variety of options are available to provide job training and development for youth in Iowa. Those activities include:

- In school and after school programs
- High school completion programs
- Alternative secondary school programs
- Life skills programming
- Community services restitution programs
- Secondary education technical school settings
- Group care
- State institutions
- College and community college settings

Provided below is a discussion of some of the more noteworthy job training activities for youth in Iowa as well as statistical information related to employment and poverty.

*Workforce Investment Act* – The Workforce Investment Act (WIA) has a variety of provisions for youth employment and training activities. The Act emphasizes the “one-stop shop” concept, and is implemented in Iowa through sixteen Regional Workforce Investment Boards (RWIBS). The Act mandates year-round services for youth, ages fourteen through twenty-one, with the intent to move away from intervention for high-risk youth to prevention by providing comprehensive year round services and universal access to employment and training services for all eligible youth.

Each of the sixteen RWIB's must establish a Youth Advisory Council. Youth Advisory Councils have several responsibilities, including a broad mission to coordinate youth activities within the service areas, to conduct regional needs assessments, to develop portions of the local plan relating to youth, and to establish linkages between education and other local entities. Each region is mandated to provide a minimum of ten required services and activities to eligible youth (i.e. tutoring, alternative Secondary school offerings, summer employment opportunities, work experiences, occupational skill training, linkage to community services, counseling, adult mentoring, etc.). Service providers must be selected through a competitive process. WIA implementation began in July 1, 2000.

*Iowa JAG, Inc.* - Iowa (JAG Iowa's Jobs for America's Graduates), Inc. (I-JAG) is a non-profit organization developed to manage, support and implement the JAG model in 10 sites across Iowa the first year, then continue to grow the program across the state. Lt. Governor Sally Pederson chairs a 15 member Board of Directors appointed by the Governor to oversee I-JAG and program implementation in Iowa. That board has a 50% private sector representation I-JAG seeks to provide the guidance necessary to assist districts, schools and communities interested in implementing JAG and utilizing it as a tool in the larger school improvement planning. State agencies supporting the initiative include the Department of Education, Economic Development and Workforce Development.

### Statistics Relative to Youth Preparedness for Adulthood

Provided below are a variety of statistics relative to youth preparedness for adulthood. The indicators presented include: youth receiving a high school diplomas, percentage of graduates pursuing further education, educational attainment of persons 25 or older, and voter registration and turnout.

*Youth Receiving Diplomas* - The number of youth receiving a diploma is an indicator of a student's commitment to completing school and their future plans. Data relative to the issue is provided in the below table.

Table 15: Number of Youth Receiving a Diploma

	1996 - 97	1997 - 98	1998 - 99	1999 - 00	2000 - 01	2001 - 02
Number of Youth Receiving Diploma	32,986	34,189	34,378	33,834	33,774	33,335
Number of Seniors Enrolled	35,650	36,808	37,166	37,124	36,892	36,469
Percentage	92.5%	92.9%	92.5%	91.1%	91.5%	91.4%

Source: Iowa Department of Education

Remarks regarding table:

- The number of youth receiving diplomas compared to the number of seniors enrolled was at its lowest rate during the 1999– 00 school year at 91.1%, down a mere 1.8% from the highest rate of 92.9% in the 1997 – 1998 school year.
- Over the five years shown in the table the average rate was 92.1%.
- When compared to the 97% of students that responded that they “plan to finish school” this rate is very comparable.

*High School Graduates Pursuing Further Education* – Research reflects that youth receiving post-secondary education enjoy higher income levels, than youth with only a high school education. Provided below is information which reflects the percentage of Iowa youth that seek further education.

Table 16: Percent of High School Graduates Pursuing or Intending to Pursue Further Education

	1997	1998	1999	2000	2001	2002
Private 4-year college	13.1%	13.3%	14.0%	12.6%	14.9%	15.8%
Public 4-year college	25.1%	26.6%	25.9%	28.0%	27.3%	25.5%
Private 2-year college	1.3%	1.0%	2.0%	5.8%	5.2%	4.4%
Community college	29.4%	28.8%	30.4%	28.9%	31.0%	32.3%
Other training	3.6%	4.0%	3.6%	3.3%	4.3%	4.4%
Totals:	72.5%	73.7%	75.8%	78.7%	82.7%	82.4%

Source: Iowa Department of Education

Remarks regarding table:

- Table 14 indicates that the percent of high school graduates seeking further education has increased from about 72 percent in 1997 to over 82 percent in 2002.
- The majority (about 55 percent) of these students choose to attend either a public 4-year college or a community college.
- Around 14 percent choose to attend a private 4-year college, while just over 3 percent choose to attend a private 2-year college.

*Educational Attainment for Persons Over 25* – As was reflected in the previous section, educational attainment is an important influence relative to economic well-being. Higher levels of education tend to be reflected in the socio-economic status of individuals. In addition, parents that value education are often more likely to be involved in their children’s education. Many studies clearly demonstrate that family involvement encourages student achievement or positive attitudes and behaviors that increase success in school.

Table 17: Educational Attainment of People 25 Years of Age and Over

	1997	1998 *	1999	2000	2001	2002
High School Graduates	87.0%	N/A	89.0%	88.4%	87.8%	88.3%

Source: United States Census Bureau – Current Population Survey

\* Data from 1998 was not available.

Remarks regarding table:

- In 1997, approximately 87% of Iowans age 25 and over had graduated from high school.
- Approximately 88% percent of Iowans over the age of 25 graduated from high school during the report years.

*Voter Registration and Turnout* - Youth who are involved in their communities and who care about the decisions being made in their communities are more likely to be politically involved as adults. Voter registration and turnout figures in Iowa for the 2000 Presidential Election reflect the efforts of countless individuals and organizations to educate voters. Several programs launched in the past several years by the Office of the Secretary of State and county auditors have excellent voter education and outreach. However, voter turnout among 18-24 year olds remains low.

Table 18: Voter Registration and Turnout

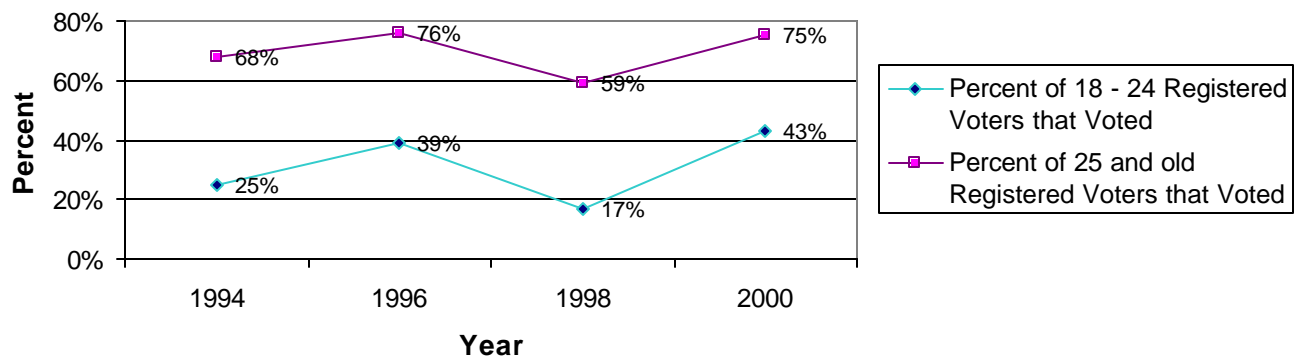
	1994	1996	1998	2000
Registered: 18 - 24	171,596	198,946	207,035	206,388
Voted: 18 - 24	42,899	77,589	35,196	88,747
Percentage of Registered that Voted: 18 - 24	25%	39%	17%	43%
Registered: All Ages	1,610,284	1,726,383	1,790,683	1,700,941
Voted: All Ages	1,014,110	1,233,261	961,294	1,214,913
Percentage of Registered that Voted: All Ages	63%	71%	54%	71%
Percentage 18 - 24 make up of all registered voters:	11%	12%	12%	12%
Percentage 18 - 24 make up of all those voting:	4%	6%	4%	7%

Source: Iowa Secretary of State

Remarks regarding table:

- The number of youth age 18 to 24 account for approximately 12% of the number of registered voters in Iowa.
- Youth age 18 to 24 account for an average of only 5.5% of the persons that voted.

Figure 8: Voting Behavior of Iowans



Source: Iowa Secretary of State

Remarks regarding table:

- During years that have a presidential election, 1996 and 2000, the percentage of registered voters that actually vote increased.
- For the 18 to 24 age group there is an increase of 53% of the number actually voting and for the 25-year and older age group there is an increase of 17%. A conclusion is that in the 18 to 24 year old age group there is less of a concern or interest with local elections.

#### IV. YOUTH HAVE THE BENEFIT OF A SAFE AND SUPPORTIVE FAMILY, SCHOOL, AND COMMUNITY

This result area section contains a discussion of services and a variety of indicators that reflect whether or not "Youth Have the Benefit of a Safe and Supportive Family, School, and Community". Some of the basic types It should be noted that many of the services reflected in this section have impact as well on the other three result areas (Youth are Healthy and Socially Competent, Youth are successful in School, Youth are Prepared for a Productive Adulthood). The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

This section of the report provides information on a number of noteworthy youth related initiatives taking place in Iowa (see below discussions of SIYAC and IMP). The initiatives seek to provide youth with positive connections to adults, and also to provide the opportunity for youth leadership. A variety of indicators are also provided related relative to economic security. Later in this section is discussion relative to child in need of assistance (CINA)

proceedings – the discussion and information relates to the safety of youth in their family and within the community. The following section of this report, “Updated Analysis of Juvenile Crime Problems” also organizes a variety of services and indicators from the juvenile justice system under this result area (Youth have the Benefit of a Safe and Supportive Family). The table of contents reflects accordingly.

### **a. Programming to Connect Youth to Caring Adults – Youth Leadership Opportunities**

Research reflects that youth that are positively connected to adults in their community and/or are provided with leadership opportunities have a greater chance to grow up to be productive adults. Any number of youth development opportunities which connect youth to adults or provide leadership opportunities are offered everyday through some of the most basic activities. Some of the more common school based activities include sports, music, speech, theater, student government, peer to peer tutoring / mentoring, recognition, and after-school activities. Activities in the community include youth sports leagues, boy scouts and girl scouts, 4-H, employment, and volunteer opportunities. Immediately below is information regarding a Leadership guide which overviews a variety of opportunities for youth. Listed below as well is information on programs that seek to connect youth to caring adults in their community and/or provide them with leadership opportunities.

*Leadership Development Opportunities: A Guide for Iowa Youth* – This Guide summarizes some of the many opportunities and experiences that are available for Iowa youth to enhance their leadership potential and to exercise their leadership abilities. This information was compiled at the request of the Youth Planning Committee for the Governor’s Youth Leadership and Mentoring Conference in 1999 and has continued through the ICYD. Although not an exhaustive listing, the Guide provides information on many of the state and national leadership development opportunities for middle and high school youth throughout Iowa. Contact information for each program included in the Guide is provided.

*State of Iowa Youth Action Committee (SIYAC)* – SIYAC is the product of an effort to form a representative committee of youth that will interact on a regular basis with state policy makers to discuss those issues that impact, and are of interest to, the youth of Iowa. SIYAC consists of 17 Iowa teens, ages 15 - 18, who were selected through a recruitment, screening and interview process. Youth are offered support by being paired with a Community Mentor (local AEA employee) and a State Contact (State employee) who will provide them with advice and assistance. SIYAC members receive ongoing training on the issues facing state government and on the process of policy development. Special training will also be provided so the youth can improve their leadership skills while serving as representatives. The Governor’s Office of Drug Control Policy serves as the host agency for SIYAC and facilitates its activities.

*Iowa Mentoring Partnership (IMP)* – A statewide network that allows mentoring programs and providers within Iowa to become aware of each other’s programs and strengths. The IMP mission is to serve as an advocate of and resource for mentoring programs across the State of Iowa. The vision of the IMP is to serve as a clearinghouse for informational resources, including training and technical assistance, and to encourage the recruitment of mentors. IMP also is set to provide support for a public awareness campaign on mentoring. The Governor’s Office of Drug Control Policy serves as the host agency for IMP and facilitates its activities.

*Youth Input ICN Forums* – The Youth Involvement Committee of the ICYD has engaged young people across Iowa in policy discussions with state agencies through the use of monthly forums held over the Iowa Communications Network (ICN). For the past 3 years, each month youth groups have an opportunity to provide input on public policy issues directly to representatives of one of the state agencies connected to the Iowa Collaboration for Youth Development, including the Departments of Human Services, Education, Public Health, along with the Secretary of State, the Governor’s Office of Drug Control Policy, the Division of Criminal and Juvenile Justice Planning, Iowa State University Extension / 4H, Commission on Volunteer Service, Workforce Development, the Iowa Civil Rights Commission, and the National Coalition for Community and Justice.

### **b. Economic Security and Related Indicators**

There are a number of factors that can affect the safety of families, communities and schools. A very strong indicator is economic security. Children from families facing issues of economic uncertainty (unemployment and poverty) are at a heightened risk for problems with health, behavior, and/or relationships. Indicators that can help determine the economic security of children include, but are not limited to: unemployment, poverty, and

participation in programs such as free/reduced meal prices at school, FIP, food stamps, and Title XIX. Information regarding those indicators is provided below.

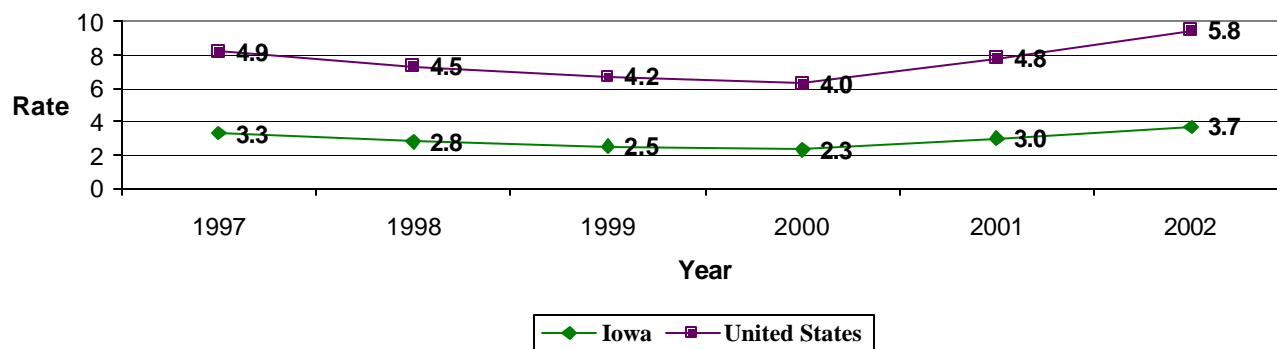
*Unemployment in Iowa and the United States* - Families in which one or both parents are unemployed face increased stress and greater economic hardship. These families have less disposable income and a decreased ability to provide for children. Consequently, the health, stability, and comfort of these children can be negatively affected. Provided below are two tables with information relative to unemployment.

Table 19: Unemployment in Iowa and the United States (1997 – 2002)

Calendar Year	Total Labor Force		Number Unemployed		Unemployment Rate (%)	
	Iowa	US	Iowa	US	Iowa	US
1997	1,579,400	136,297,000	51,500	6,739,000	3.3%	4.9%
1998	1,568,400	137,673,000	43,400	6,210,000	2.8%	4.5%
1999	1,574,300	139,368,000	40,100	5,880,000	2.5%	4.2%
2000	1,578,600	140,863,000	36,200	5,655,000	2.3%	4.0%
2001	1,586,400	141,828,000	47,400	6,792,000	3.0%	4.8%
2002	1,617,200	144,448,000	59,700	8,378,000	3.7%	5.8%

Source: U.S. Department of Labor

Figure 9: Iowa and National Unemployment Rates (1997 – 2002)



Remarks regarding two above tables:

- While the unemployment rate in Iowa has consistently been about 1.7% lower than the national unemployment rate.
- Iowa reached a low of 2.3% unemployment rate in 2000 and quickly rose to a high of 3.7% in 2002.

*Poverty* - Family income has the potential to substantially effect child and adolescent well-being. Underprivileged children can suffer poor physical health, decreased cognitive ability, below average school achievement, emotional and behavioral problems, and increased teenage out-of-wedlock childbearing. Provided in the following six tables are a variety of indicators relative to poverty.

The below table shows the national poverty guidelines as updated in the Federal Register every year by the United States Department of Health and Human Services. National poverty guidelines are based on family size and increase each year to reflect the cost of living based on rates of inflation. For example, the national poverty guideline for a family of three in 2000 was \$14,150. That amount increased to \$15,260 in 2003 to reflect changes in the cost of living.



Table 20: National Poverty Guidelines (1997 – 2003)

Calendar Year	Family Size							
	1	2	3	4	5	6	7	8
1997	\$7,890	\$10,610	\$13,330	\$16,050	\$18,770	\$21,490	\$24,210	\$26,930
1998	\$8,050	\$10,850	\$13,650	\$16,450	\$19,250	\$22,050	\$24,850	\$27,650
1999	\$8,240	\$11,060	\$13,880	\$16,700	\$19,520	\$22,340	\$24,350	\$26,370
2000	\$8,350	\$11,250	\$14,150	\$17,050	\$19,950	\$22,850	\$25,750	\$28,650
2001	\$8,590	\$11,610	\$14,630	\$17,650	\$20,670	\$23,690	\$26,710	\$29,730
2002	\$8,860	\$11,940	\$15,020	\$18,100	\$21,180	\$24,260	\$27,340	\$30,420
2003	\$8,980	\$12,120	\$15,260	\$18,400	\$21,540	\$24,680	\$27,820	\$30,960

Source: U.S. Department of Health and Human Services

Table 21: Median Yearly Income of Iowa Households (1997 – 2001)

	1997	1998	1999	2000	2001
Median Income	\$33,783	\$37,019	\$41,238	\$42,777	\$40,976
Increase from Previous Year	1.7%	9.6%	11.4%	3.7%	-4.2%

Source: U.S. Census Bureau

Table 22: Number and Percentage of People in Poverty (1997 – 2001)

		1997	1998	1999	2000	2001
United States	Number	35,574,000	34,476,000	32,258,000	31,054,000	32,907,000
	Percentage	13.3%	12.7%	11.8%	11.3%	11.7%
Iowa	Number	212,000	206,000	211,000	257,000	270,000
	Percentage	7.4%	7.2%	7.5%	9.1%	9.6%

Source: U.S. Census Bureau

Table 23: Number and Percentage of Juveniles in Poverty (1997 – 2001)

		1997	1998	1999	2000	2001
United States	Number	11,733,000	11,553,000	12,109,000	13,467,000	14,113,000
	Percentage	35.7%	37.2%	37.5%	39.1%	39.7%
Iowa	Number	100,262	101,774	100,259	79,247	NA
	Percentage	13.7%	13.8%	13.7%	12.4%	NA

Source: U.S. Census Bureau

Table 24: Median Yearly Income in U.S. by Race (1997 – 2001)

Calendar Year	Asian / Pacific				
	All Races	Caucasian	African American	Islander	Hispanic
1997	\$21,934	\$23,831	\$18,437	\$23,718	\$16,705
1998	\$21,539	\$23,114	\$18,573	\$23,072	\$16,259
1999	\$20,589	\$22,012	\$17,031	\$21,816	\$15,262
2000	\$19,953	\$21,519	\$15,509	\$20,037	\$14,235
2001	\$18,756	\$20,374	\$15,348	\$19,713	\$13,150

Source: U.S. Census Bureau

Table 25: Median Yearly Income in U.S. by Race and Sex (1997 – 2001)

Calendar Year	All Races		Caucasian		African American		Asian / Pacific Islander		Hispanic	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
1997	\$29,101	\$16,614	\$31,791	\$17,229	\$21,466	\$16,282	\$31,096	\$18,525	\$20,189	\$12,583
1998	\$28,269	\$16,188	\$31,213	\$16,804	\$21,659	\$16,084	\$30,445	\$17,316	\$19,829	\$12,249
1999	\$27,275	\$15,311	\$30,514	\$15,922	\$20,579	\$14,771	\$27,731	\$16,840	\$18,234	\$11,314
2000	\$26,492	\$14,430	\$29,862	\$15,217	\$19,321	\$13,137	\$25,124	\$15,228	\$17,257	\$10,862
2001	\$25,212	\$13,703	\$27,559	\$14,389	\$18,096	\$13,048	\$25,046	\$14,312	\$16,216	\$10,260

Source: U.S. Census Bureau

Remarks regarding previous six tables relative to juveniles:

- Iowa's trends are similar to those experienced nationally.
- However, the rate for juveniles in poverty in the State of Iowa is significantly lower than the rate of juveniles in poverty across the nation. When all people that are in poverty are examined it is more likely in the State of Iowa that a person will be a juvenile when compared to the rest of the nation. About half of people in the State of Iowa that are in poverty are juveniles, whereas, across the entire nation about a third of those that are in poverty are juveniles.

Remarks regarding previous six tables relative to race/ethnicity and gender:

- The preceding tables indicate that the racial group of African Americans and the ethnic group of Hispanics are below the median income for all the examined years.
- The racial groups of Caucasian and Asian/Pacific Islander are above the median income for all the examined years.
- The median income of females has been lower than that of males in all racial categories and ethnicities. This would seem to suggest that African American and Hispanic females have a greater chance of having an income below the poverty line, and this disparity is increased for girls in African American and Hispanic families.

### c. Child In Need of Assistance

The safety of youth within their family or the community is a major indicator of their potential for success as an adult. Provided below is a brief discussion of the "system flow" for child in need of assistance (CINA – abused/neglected youth) proceedings in Iowa's juvenile court system. Information is provided relative to basic court processing, as well as tables on related court services.

#### CINA Processing

Iowa Code Section 232.2(6) defines a child in need of assistance (CINA) as a an unmarried child who has been abandoned or deserted, abused or neglected, or who has or will likely suffer harmful situations, or who needs medical treatment, or who has or may suffer sexual abuse, or who is in need of treatment for chemical dependency, or who has parents that for good cause desire to be relieved of parental responsibilities (the Iowa Code definition contains more than a dozen different subsections defining CINA).

It is possible that some services detailed below and in the flow illustrative chart that follows can be offered on a voluntary basis to children and their families who are experiencing difficulties. In most circumstances a referral is made to the DHS who would assess the family for strengths and needs, determine eligibility, and plan for services.

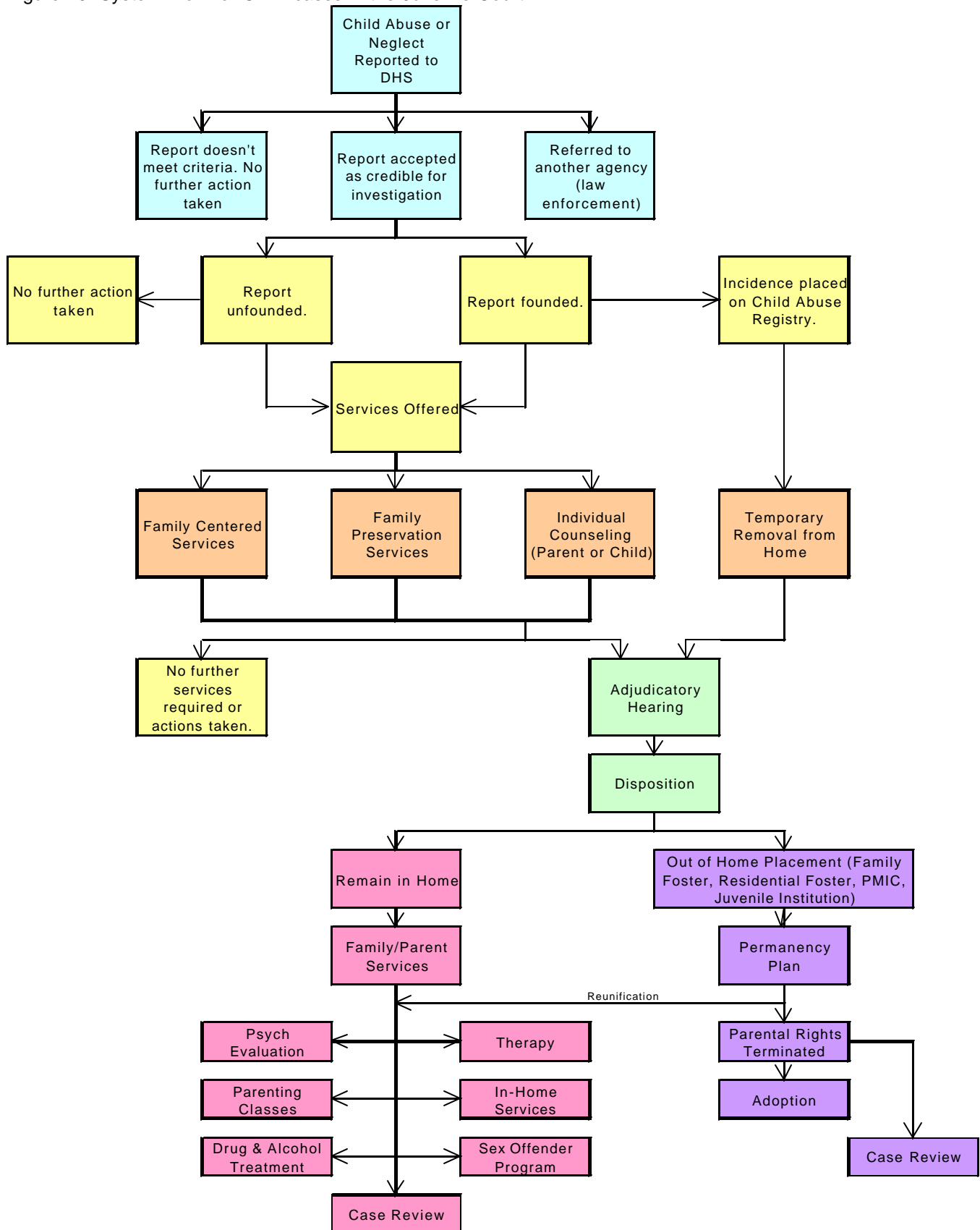
Typical CINA proceedings begin with a complaint provided to the juvenile court. Complaints can be provided to the court by mandatory reporters (i.e. law enforcement officers, social workers, teachers, medical professionals, etc.) or by any person having knowledge of the circumstances of a given child - such as parents, relatives, friends, neighbors, etc. The court within a given judicial district designates which entity (most often the Department of Human Services - DHS) will be responsible for investigating the complaint and determining if further action is necessary. Investigation and supervision of CINA cases generally falls to the DHS unless the action has been triggered by or involves a delinquent act requiring the involvement of juvenile court services.

DHS, a juvenile court officer, or a county attorney may file a petition alleging a child to be a CINA if the youth meets criteria as defined in Iowa Code Section 232.2 (6) (see above). If a court has evidence to sustain the petition and it is determined that its aid is required, the court may enter an order adjudicating the child a CINA. (Should the circumstance not rise to the defined level required by the Iowa Code the child/family could be offered voluntary services) Following adjudication, the court determines what type of disposition is appropriate for the child. CINA dispositions include:

- The child remaining in their home and being placed under court supervision with services such as: counseling, in home or family centered services, to the child and/or the family or both,
- Placement of the child with a relative or other suitable person,
- Placement of the child in a foster home,
- Placement of the child in a group foster care facility
- Placement of the child in an independent living setting (for older youth)
- Placement of the child at the Iowa Juvenile Home in Toledo, Iowa

It has long been recognized that many youth that become involved with the juvenile justice system, as delinquents were first involved with the system in a CINA case. To aid understanding of CINA processing an illustration is provided below.

Figure 10: System Flow for CINA cases in the Juvenile Court



## Statistics Relative to the CINA System (Shelter, Family-Centered, Family Foster)

Provided below are a variety of indicators relative to the the CINA system.

*Child Abuse and Neglect* – Children in the CINA system (as have many youth in the delinquency systems) have experienced abuse and neglect which can result in disrupted growth and development. Effects of abuse that have been identified in maltreated children include decreased physical, cognitive, emotional, social development. The seriousness of these effects varies with the type, severity, and frequency of the abuse. Provided below is information from Iowa's state child abuse information system.

Table 26: Child Abuse & Neglect Cases (1998 – 2002)

	FFY99	FFY00	FFY01	FFY02
Abuse Reports	18,666	21,276	25,112	23,374
Substantiated Reports	6,716	7,547	8,712	8,378
Unsubstantiated Reports	11,950	13,729	16,400	16,996
Unique Children Substantiated	8,696	9,416	11,179	10,809

Source: Iowa Department of Human Services

The abuse reported line is the number of “reports” that are made to DHS. The “substantiated report line” is the number of reports that meet the legal criteria as defined by the Code of Iowa for child abuse. “Unsubstantiated reports” are those that did not meet the legal criteria of a nonaccidental injury at the hands of a caretaker. It should be noted that the cases reported that are not accepted for investigation are often reported to local law enforcement. There are a number of reasons that a case reported may not be accepted for investigation, including, but not limited to the victim was not a child, or the offender was not in the role of a caregiver. “Unique children substantiated reports” reflect the number of “children” that had a finding of child abuse.

Remarks regarding the table:

- From FFY 99 to FFY01 there was a 34% increase in the number of child abuse “reports” to DHS. There was a 7% decrease in such cases between FFY 01 and FFY 02. The data alone does not tell us whether the increase in the number of abuse instances between ‘99 and ‘02 was due to the actual number of abuse instances, or because of a policy change to begin recording reported cases that were referred to law enforcement.
- Substantiated reports remained at approximately a third of all abuse reports for the listed years.
- From FFY 99 to FFY01 there was a 29% increase in the number of “children” with substantiated abuse reports to DHS. There was an 8.9% decrease in the number of children with substantiated abuse between FFY 01 and FFY 02

*Shelter Care* – Many youth involved in the CINA system (and also the delinquency system) experience a stay in a juvenile shelter care facility. Shelter care provides 24-hour emergency care for youth unable to remain in their own home, until they can be returned home or other permanent arrangements can be made. Shelter care is designed to serve children a maximum of 30-45 days. Shelter care services primarily include crisis intervention and daily supervision. Some youth that are arrested by law enforcement are taken to juvenile shelter care facilities. Youth are also often placed in shelter care by order of the court.

Iowa Code Section 232.21 outlines provisions for the placement of youth into shelter care. The following must apply for youth to be taken into shelter care:

- No parent, guardian or custodian, etc. who can provide proper shelter, care and supervision, or
- The child desires to be placed in a shelter, or
- It is necessary to hold the child until a parent, guardian, or custodian has been contacted and has taken custody of the child, or
- It is necessary to hold the child for transfer to another jurisdiction, or
- The child is placed in shelter pursuant to an order of the court.

Youth cannot remain in shelter care for more than 48 hours without a court order (verbal or written) within 48 hours. Iowa Code Section 232.21 requires that youth placed in shelter care by law enforcement who are believed to be runaways shall not be held for longer than 72 hours.

Provided in the table below is shelter care data from Iowa's FACS system (family and children services system). FACS is a mainframe data system used for the payment of state services – the system is maintained by the Iowa Department of Human Services. The statistics are based on average daily populations for a given state fiscal. The data reflects bed days used and represents an unduplicated count of youth for whom reimbursement was provided for shelter care through the FACS system.

Table 27: Shelter Care Placements (1998 – 2002)

	SFY98		SFY99		SFY00		SFY01		SFY02	
	N	%	N	%	N	%	N	%	N	%
Caucasian	2,240	73.2%	2,246	73.5%	2,468	75.5%	2,542	74.4%	2,594	72.5%
African American	232	7.6%	238	7.8%	294	9.0%	294	8.6%	360	10.1%
Native American	39	1.3%	48	1.6%	56	1.7%	71	2.1%	62	1.7%
Asian/Pacific Islander	21	0.7%	26	0.9%	23	0.7%	26	0.8%	22	0.6%
Hispanic	64	2.1%	82	2.7%	100	3.1%	95	2.8%	127	3.6%
Unknown	156	5.1%	90	2.9%	77	2.4%	84	2.5%	75	2.1%
Blank	310	10.1%	325	10.6%	252	7.7%	306	9.0%	336	9.4%
Female	1,395	45.6%	1,455	47.6%	1,556	47.6%	1,595	46.7%	1,763	49.3%
Male	1,667	54.4%	1,599	52.3%	714	21.8%	1,823	53.3%	1,813	50.7%
Unknown	0	0.0%	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	3,062	100%	3,055	100%	3,270	100%	3,418	100%	3,576	100%

Source: Iowa Department of Human Services

Remarks regarding the table:

- From SFY 99 through SFY 02 there has been a 17% increase in the number of youth held in shelter care.
- The percentage of African American and Hispanic youth held in shelter care increased each year during the report years.
- African American youth are held in shelter care at a percentage higher than they comprise in the general population.
- The percentage of females held in shelter care increased slightly during the report years (SFY 98 45.6% - SFY 02 49.3%).

*Family Centered Services – Family Foster Care* - The court has a number of options for youth that have been adjudicated as a CINA, families that have been adjudicated as a family in need of assistance (FINA), or youth that have been involved in a founded child abuse or neglect case that volunteer for services. There are varying levels of intervention with these options that range from the child or family receiving in-home services to services that remove the child from the home. Included among these services are family centered services and foster family care.

Family centered services are interventions designed to prevent or treat child abuse and neglect, prevent delinquency, prevent or reduce out-of-home placements and maintain family reunification. In this program rehabilitative treatment service components include therapy and counseling, restorative living, family and social skill development and psychological evaluation services. Included in the category of family centered services are family preservation services which are an intense form of family-centered services. With the help of family-centered services families can resolve immediate crises and keep or gain a responsible level of control.

Foster family care provides emergency, temporary care and long-term placement for children unable to remain in their own homes. It offers services to families and children in order to implement plans for permanency. Children in foster care have permanency goals that include reunification with family, placement with relatives or guardian, adoption, independence and long-term care.

Foster family care provides services that include counseling and therapy, social skills development, family skills development, behavioral management and supervision.

Table 28: Family Centered Services (1998 – 2002)

	SFY 00		SFY 01		SFY 02	
Caucasian	10,825	77.8%	11,430	77.3%	11,049	76.4%
African American	923	6.6%	1,021	6.9%	1,062	7.3%
Native American	145	1.0%	157	1.1%	138	1.0%
Asian/Pacific Islander	83	0.6%	98	0.7%	73	0.5%
Hispanic	415	3.0%	488	3.3%	506	3.5%
Unknown	300	2.2%	271	1.8%	270	1.9%
Blank	1,222	8.8%	1,312	8.9%	1,362	9.4%
Female	6,191	44.5%	6,519	44.1%	6,520	45.1%
Male	7,722	55.5%	8,258	55.9%	7,940	54.9%
Total	13,913	100%	14,777	100%	14,460	100%

Source: Iowa Department of Human Services

Remarks regarding the table:

- An average of approximately 14,400 family centered services cases were served during the report years. It is one of most broadly utilized services categories of the child welfare/juvenile justice system.
- There was a 6% increase in the number of served in family centered services between SFY 00 and SFY 01. There was a slight decrease between SFY 01 and SFY 02.
- The percentages of African American and Hispanic youth served increased slightly during the report years.
- Females were approximately 45% of youth served.

Table 29: Family Foster Care (1998 – 2002)

	SFY 00		SFY 01		SFY 02	
Caucasian	3,633	70.3%	3,813	69.7%	3,852	69.4%
African American	669	13.0%	676	12.4%	663	11.9%
Native American	123	2.4%	146	2.7%	122	2.2%
Asian/Pacific Islander	38	0.7%	37	0.7%	34	0.6%
Hispanic	248	4.8%	278	5.1%	292	5.3%
Unknown	113	2.2%	112	2.0%	113	2.0%
Blank	342	6.6%	405	7.4%	473	8.5%
Female	2,642	51.1%	2,793	51.1%	2,823	50.9%
Male	2,524	48.9%	2,674	48.9%	2,726	49.1%
Total	5,166	100%	5,467	100%	5,549	100%

Source: Iowa Department of Human Services

Remarks regarding the table:

- There was a 7.6% increase in the number of family foster care cases in the report years.
- There was a slight increase in the number of Hispanic youth served in the report years (from 4.8% in SFY 00 to 5.3% in SFY 02).
- There was a slight decrease in the number of African American Youth served during the report years (from 13% in SFY 00 to 11.9% in SFY 02).
- African American, Hispanic, and Native American youth are served at a percentage higher than they comprise in the general population.
- Females are approximately 49% of those youth served.

## **2. UPDATED ANALYSIS OF JUVENILE CRIME PROBLEMS AND JUVENILE JUSTICE NEEDS (CRIME ANALYSIS)**

### **A. UPDATED ANALYSIS OF JUVENILE CRIME PROBLEMS**

This section is organized with discussion provided in the following areas: “arrest” (taking youth into custody), “predispositional services/sanctions”, “overview of basic delinquency decision points”, and “select delinquency services”. The discussion focuses primarily on delinquent (youth that have committed criminal-related acts), however, many of the services or related processing impact in CINA youth. The discussion regarding taking youth into custody includes information from Iowa’s Uniform Crime reports and the Iowa Missing Persons Information Clearing House. The overview of basic delinquency decision points includes information regarding some of the juvenile court’s major decision points. Information is additionally provided on select delinquency services.

### **IV. YOUTH HAVE THE BENEFIT OF A SAFE AND SUPPORTIVE FAMILY, SCHOOL, AND COMMUNITY (CONTINUED FROM SERVICE NETWORK)**

Included in this section is information regarding the result area “Youth Have the Benefit of a Safe and Supportive Family, School, and Community”. Information regarding that result area was provided in the prior section of the report primarily relating to programming to connect youth to caring adults, economic security, and CINA (abused and neglected) processing for youth. The information provided in this section relates specifically to services and sanctions for court involved youth. Such services can be characterized as focused on public safety to the extent that a primary reason for them is to keep delinquent youth from reoffending. It should be noted, however, that many of the services reflected in this section are designated to have impact on the other three result areas (Youth are Healthy and Socially Competent, Youth are Successful in School, and Youth are Prepared for Productive Adulthood). Iowa’s policies and practices recognize that the path away from delinquency involves a combination of sanctions and services designed to assist youth to succeed in school, that addresses their physical and mental health, and that help them gain the assets and skill to prepare them for a productive adulthood. The results matrix and the four result areas are explained in greater detail in the “Report Format and Youth Development Framework” section at the beginning of this report.

#### **a. Taking Youth into Custody - Arrest**

This section contains information on youth taken into custody for “delinquency”, and also for youth taken into custody as “runaway or missing”. It should be noted that “taking into custody” is the process of removing a youth from the “street” and determining what further activity will need to take place. Taking a youth into custody is somewhat similar to that of placing an adult under arrest. Information contained in this section regarding taking youth into custody for delinquency utilizes the term “arrest” – a variety of juvenile arrest data is provided from the Iowa Department of Public Safety’s Uniform Crime Reports. Public Safety officials also provided information for this report on runaway and missing juveniles.

Taking a youth into custody does not, however, mean that a youth will be securely “detained” - placed in a locked setting in a jail or a police department. Iowa Code Section 232.19 (1) allows for peace officers to take youth into custody:

To be reunited with their family or removing the child to a shelter care facility if there is reason to believe the youth has *run away*,

- By order of the court,
- For delinquent acts,
- Or for material violation of a disposition order.

#### **1. Arrests for Acts of Delinquency**

For completion of this report the SPA and the SAG conducted fairly extensive research of the Department of Public Safety’s arrest statistics. Those statistics reflect information on Iowa youth arrested as described above.



Data that is presented covers calendar years 1997 through 2001. The section covers the number of juveniles arrested, the juvenile arrest rates, and the arrest rates for various crimes.

Data for this section was taken from the Iowa Uniform Crime Report (UCR's). The UCR's are generated by the Department of Public Safety (DPS) from law enforcement agencies throughout Iowa that supply information to DPS regarding the numbers and types of arrests that the agencies make every year.

*DPS officials note that not all Iowa law enforcement agencies report arrest information, and that some agencies which are presently reporting arrest information under-report juvenile arrest statistics. It is important to note that the arrest rates reported by DPS are adjusted rates and were based on age-specific populations of those law enforcement jurisdictions reporting any data to DPS. If a law enforcement agency underreported data, but reported at least some data, both the arrest and population numbers from that jurisdiction were included in the calculation of the statewide rates reported by DPS. Assuming that the population numbers for given jurisdictions are accurate, and the number of arrests are less than what actually occurred, the actual statewide arrest rate would be greater than that reported below. Given current and past underreporting of juvenile arrests by some jurisdictions, CJJP believes that the arrest rates discussed below are lower than would be seen if all juvenile arrests were reported. The reader is strongly urged to refer to DPS's "2001 Iowa Uniform Crime Report" for more information on this topic.*

The following table shows the juvenile arrest trends for calendar years 1997 through 2001

Table 30: Juvenile Arrests (1997 – 2001)

	1997	1998	1999	2000	2001
Person	2,942	3,138	3,295	3,226	3,059
Percentage	13%	13%	14%	14%	15%
Non-Person	19,487	21,556	20,899	19,554	17,581
Percentage	87%	87%	86%	86%	85%
<b>Totals:</b>	<b>22,429</b>	<b>24,694</b>	<b>24,194</b>	<b>22,780</b>	<b>20,640</b>
Percentage change from previous year:	N/A	10%	-2%	-6%	-9%

Source: Iowa Uniform Crime Report

Remarks regarding the number of arrest of juveniles:

- During the report years arrests were highest in 1998 (24,694), and decreased each year thereafter to the low reported in 2001 (20,640).
- Between 1999 and 2001 there was a 14.6% decrease in reported crimes.
- Person offenses generally accounted for 14% of the arrests and non-person offenses for 86% of the arrests.

See Appendix D to determine how the 34 UCR categories were placed in the two categories of the Iowa Offense Classification of "person" and "non-person".

Iowa Offense Classifications:

This report describes pertinent juvenile justice system statistics by "person" versus "non-person" offenses. Crimes against "persons" are generally considered more serious than "non-persons" crimes. In 1991 the Department of Corrections, Board of Parole and CJJP met to determine offense type classifications. As a result of this collaboration, standard definitions of the offense categories "persons" and "non-persons" were developed. To avoid confusion and possible conflict, it was agreed that the definitions would be used by these agencies as they report information to policy makers and the public

The "persons" offense category is intended to contain only those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation, duress, or generally anything done to another person against that person's will.

The "non-persons" offense category contains all offenses not falling under the definition of a "persons" offense. Many of these offenses are property crimes, such as theft and forgery. However, other offenses included in "non-

persons" category are bribery, escape, illegal weapons possession, and drunken driving (except Serious Injury OWI). In cases where offenses could arguably be placed in either category, decisions were driven by what was historically considered to be a "persons" or "non-persons" offense for risk assessment and other statistical purposes.

In addition to the above classifications, various juvenile offender data are summarized according to whether or not offenses were against "persons" as defined above, as well as by offense level (felony or misdemeanor).

The following table shows the arrest rate (arrests per 100,000 juvenile population) of juveniles as compared to the overall population arrest rate (arrests per 100,000 population) for calendar years 1997 through 2001.

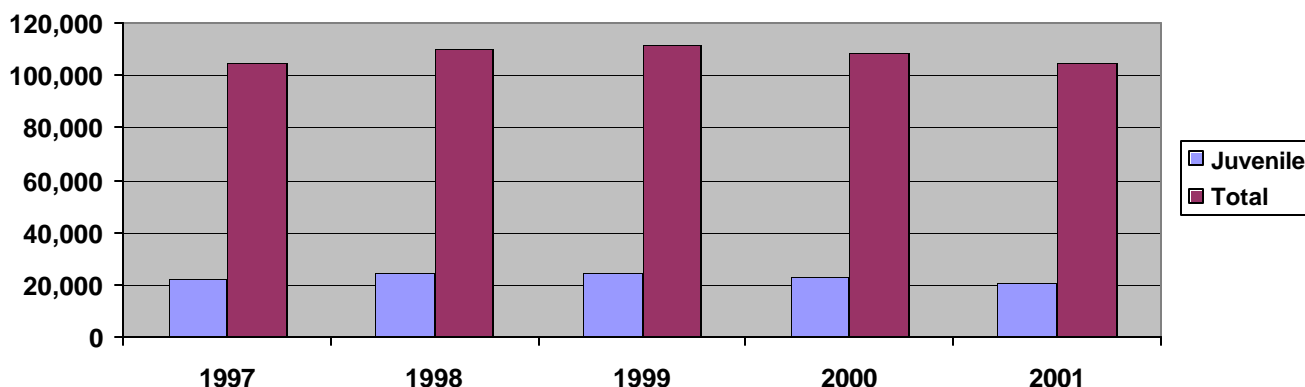
Table 31: Arrest Rates

	1997	1998	1999	2000	2001
Juvenile Rate	3,057.2	3,366.0	3,297.8	3,105.1	2,813.4
Total Population Rate	3,572.2	3,798.7	3,824.6	3,714.9	3,571.5

Source: Iowa Uniform Crime Report

The following graph and table shows the number and percentage that juvenile arrests make of the total number of arrests in the State of Iowa.

Figure 11: Juvenile Arrests Compared to Total Number of Arrests



Source: Iowa Uniform Crime Report

Table 32: Juvenile Arrests as Percentage of Total Arrests

	1997	1998	1999	2000	2001
Juvenile Arrests	22,429	24,694	24,194	22,780	20,640
Total Arrests	104,535	110,285	111,919	108,709	104,515
Percentage	21%	22%	22%	21%	20%

Source: Iowa Uniform Crime Report

Remarks regarding arrest rates for juveniles and total arrests from the above three tables:

- Juvenile and adult arrests have reduced almost 20% during the time period of 1999 through 2001.
- For the reported years juvenile arrest rates were at the highest in 1998 (3,366) and lowest in 2001 (2813.4).
- Juvenile arrest rates are lower than adults for all of the report years.
- Juveniles account for approximately 20% of all arrests.

*Person Offenses for Juveniles and Adults* - The following table compares the arrest rates of juveniles (per 100,000 juvenile population) against the rates for adults (per 100,000 population) for a selected group of offenses against persons:

Table 33: Arrest Rates for Person Offenses

	1998		1999		2000		2001	
	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult
Murder	0.9	1.8	0.4	1.2	0.4	1.9	0.8	1.3
Neg. Manslaughter	0.0	0.2	0.0	0.1	0.0	0.2	0.1	0.4
Kidnapping	0.9	1.6	0.0	2.4	0.6	1.8	0.6	1.6
Forcible Rape	7.9	6.1	6.2	5.2	3.6	4.0	4.9	4.8
Forcible Sodomy	1.8	0.6	1.9	0.5	2.9	0.4	2.0	0.7
Sexual Assault with Object	0.6	0.5	0.3	0.3	0.1	0.3	0.8	0.2
Forcible Fondling	7.6	5.8	5.8	6.1	8.4	6.0	9.7	6.3
Robbery	15.3	12.9	13.6	14.9	12.1	12.1	9.3	13.1
Aggravated Assault	101.6	155.4	102.3	171.1	97.3	160.0	80.5	145.5
Simple Assault	346.8	351.1	348.5	347.9	342.3	374.7	319.5	361.5
Intimidation	15.5	13.4	12.9	12.2	13.0	13.0	13.8	15.4
Extortion/Blackmail	0.3	0.2	0.7	0.4	0.1	0.2	0.4	0.5
Incest	0.5	0.2	0.4	0.5	0.4	0.4	0.6	0.5
Statutory Rape	0.5	2.6	1.4	2.4	1.0	2.9	2.9	3.6
Prostitution	0.5	15.6	0.0	11.8	0.0	12.7	0.8	13.7
Family Offenses	0.9	18.0	1.4	21.7	0.9	24.2	0.3	24.7

Source: Iowa Uniform Crime Report

Remarks regarding the selected person offense arrest rates for juveniles and the adult population:

- For most person offenses, arrest rates for juveniles and adults are low.
- The most common person offense as reflected in the table for juveniles and adults are simple and aggravated assaults.
- The juvenile rate of aggravated assault and simple assaults is lower than the rate for adults in all the report years.
- The arrest rate for juvenile aggravated assaults decreased by approximately 20% between 1999 and 2001.

Table 34: Juvenile Arrest Rates

<b>Arrest Rates for Offenses</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
Murder	0.9	0.4	0.4	0.8
Negligent Manslaughter	0.0	0.0	0.0	0.1
Kidnapping	0.9	0.0	0.6	0.6
Forcible Rape	7.9	6.2	3.6	4.9
Forcible Sodomy	1.8	1.9	2.9	2.0
Sex Assault with Object	0.6	0.3	0.1	0.8
Forcible Fondling	7.6	5.8	8.4	9.7
Robbery	15.3	13.6	12.1	9.3
Aggravated Assault	101.6	102.3	97.3	80.5
Simple Assault	346.8	348.5	342.3	319.5
Intimidation	15.5	12.9	13.0	13.8
Arson	17.8	15.9	12.7	14.7
Extortion/Blackmail	0.6	0.7	0.1	0.4
Burglary	153.1	111.1	136.6	112.5
Larceny	776.8	705.5	688.7	612.4
Motor Vehicle Theft	60.8	47.9	46.8	40.3
Theft by Fraud	25.5	25.6	20.5	19.6
Stolen Property Offense	10.3	10.3	10.3	8.0
Vandalism of Property	215.4	210.9	199.7	192.4
Drug/Narc Violation	195.5	205.0	200.5	188.5
Drug Equipment Violation	33.7	32.7	39.5	48.7
Incest	0.5	0.4	0.4	0.6
Statutory Rape	0.5	1.4	1.0	2.9
Pornography	0.6	0.3	0.4	0.1
Gambling Offenses	0.0	0.0	0.0	0.1
Prostitution	0.5	0.0	0.0	0.8
Bribery	0.0	0.0	0.0	0.0
Weapons Law Violations	30.4	29.3	23.4	20.6
Bad Checks	4.9	2.8	4.4	2.1
Curfew/Loitering	213.1	184.0	136.3	113.1
Disorderly Conduct	228.3	226.4	211.6	166.1
Driving Under Influence	46.3	44.0	42.2	36.5
Drunkenness	49.4	49.5	48.1	35.6
Family Offense	0.9	1.4	0.9	0.3
Liquor Law Violation	512.7	483.3	415.3	323.4
Runaway	132.3	106.8	103.1	83.5
Trespass	98.4	98.6	64.6	68.3
All Other Offenses	402.7	375.0	321.9	316.6

Source: Iowa Uniform Crime Report

Remarks regarding the arrest rates for all of the offense categories for juveniles:

- Arrest rates for almost all of the offense categories decrease during the report years.
- The three offenses with the highest rate of occurrence (excluding the category All Other Offenses) were larceny, liquor law violations and simple assault. Decreases in arrest rates for those offense categories are as follows: larceny (21%), liquor law violations (37%), and simple assault (8%).

## 2. Runaways & Missing Juveniles

*Missing or Runaway Youth* – Some, but not all youth involved in the delinquency and CINA systems have runaway from home and are at a heightened risk due to the hardship of living on the streets. Some youth (often children) have been abducted or kidnapped. They have their lives disrupted by being unwillingly removed from their primary caregiver(s). They can be in danger of abuse, neglect, and murder. Provided below is information on basic processing for runaway youth on a state system that tracks information relative to missing or runaway youth.

Most runaway youth can be taken into custody for the purpose of being reunited with their parents or taken to a shelter care facility. Youth that have run away from a court ordered shelter or treatment facility could be taken into custody for violation of a court order.

Law enforcement practices regarding processing of runaway youth vary by jurisdiction, and can also be influenced by the situation unique to each runaway incident. Typically, when youth are reported missing to a law enforcement agency there is immediate radio notification to all other law enforcement agencies within the jurisdiction, so that officers can look for the youth while on patrol. Department of Public Safety (DPS) Officials indicate that a telephone call is all that is required to *begin* the process of relocating a runaway. *It should be noted that most youth that runaway return home within days.*

Regardless, once a law enforcement agency receives information on runaways (a description of the child and circumstances surrounding their disappearance), that information is to be immediately input on the Iowa On-Line Warrants and Articles (IOWA) System. The entry of the information on the IOWA System provides immediate access regarding the details of a given runaway, and is broadcast to all law enforcement agencies statewide. DPS', Missing Person Information Clearinghouse (MPIC), collects statistical information relating to missing persons from the IOWA computer system. This is the computer system utilized by local law enforcement agencies in the state of Iowa for the exchange of criminal justice information and in which information on missing persons is entered.

The I.O.W.A. system defines incident types as:

Disability:	A person who is missing and under proven physical/mental disability or is senile, thereby subjecting himself/herself or others to personal or immediate danger;
Endangered:	A person who is missing under circumstances indicating that his/her physical safety is in danger;
Involuntary:	A person who is missing under circumstances indicating the disappearance was not voluntary (i.e., abduction or kidnapping);
Catastrophe:	A person who is missing after a catastrophe (i.e., tornado);
Familial kidnapping:	A minor who is missing and has been unemancipated as defined by the laws of his/her state of residence and who has been abducted by a non-custodial parent or relative;
Lost/Wandered away:	A minor who is lost or has wandered away;
Juvenile:	A person who is missing and declared unemancipated as defined by the laws of his/her state of residence and does not meet any of the criteria for any other incident type.

Table 35: Number of Missing Juveniles

Incident Type	1997		1998		1999		2000		2001	
	N	%	N	%	N	%	N	%	N	%
Disability	19	0.2%	11	0.1%	17	0.2%	10	0.2%	12	0.2%
Endangered	27	0.3%	37	0.4%	74	1.0%	35	0.5%	48	0.8%
Involuntary	24	0.3%	17	0.2%	13	0.2%	10	0.2%	12	0.2%
Catastrophe	4	0.0%	3	0.0%	1	0.0%	0	0.0%	2	0.0%
Familial Kidnapping	23	0.2%	15	0.2%	12	0.2%	31	0.5%	20	0.3%
Lost/Wandered Away	1	0.0%	5	0.1%	1	0.0%	0	0.0%	6	0.1%
Juvenile	9,487	99.0%	8,660	99.0%	7,039	98.4%	6,432	98.7%	6,027	98.4%
Total	9,585	100.0%	8,748	100.0%	7,157	100.0%	6,518	100.0%	6,127	100.0%

Source: Iowa Department of Public Safety - Missing Person Information Clearinghouse

Remarks regarding the number of reported missing youth:

- As Table 38 shows, the Juvenile category accounts for about 99% of all missing children in the state of Iowa for 1997 through 2001. This category is comprised primarily of juvenile runaways.
- The majority of missing juvenile reports filed involved teenagers between 13 and 17 years of age.
- The total number of children reported missing or runaway decreased steadily from just fewer than 9,600 in 1997 to a little more than 6,100 in 2001.

The following table gives the number of juveniles that were taken into custody by law enforcement agencies in the state for the calendar years 1993 - 1998.

Table 36: Number of Missing Juvenile Cases Taken Into Custody by Law Enforcement

Y e a r	1 9 9 7	1 9 9 8	1 9 9 9	2 0 0 0	2 0 0 1
N u m b e r	6 9 2	8 7 1	7 3 7	7 2 3	5 9 5

Source: Iowa Uniform Crime Report

Remarks regarding the number of missing juveniles taken into custody by law enforcement agencies:

- The number of missing juveniles actually taken into custody by law enforcement (Table 39 is significantly lower than the number of missing juveniles reported to DPS (see table 38).
- There is no pattern to the number of missing juveniles taken into custody.
- The number of missing juveniles taken into custody in 2001 is at a 5 year low.

The numbers represented in the above table reflect only the number of missing juvenile cases that were actually handled by law enforcement; that is, taken into custody or transferred by law enforcement. Those juveniles who returned voluntarily are not included in these numbers. The number of juveniles that return home without law enforcement contact is significantly higher.

Additionally, law enforcement agencies or *parents* can initiate relocation efforts through the National Center for Missing and Exploited Children. DPS officials indicate that the National Center typically does not begin providing assistance until after a runaway youth has been missing for at least 30 days. Requests for assistance from the National Center related to parental abduction, involuntary or stranger abduction, or for a child in immediate danger are acted on immediately. All law enforcement agencies are required to work with the National Center.

## b. Predispositional Services

What follows is a discussion of select predispositional services for youth. The discussion includes information on in-home services and juvenile detention. Many of these services may be provided prior to (and also as part of) formal court involvement.

### 1. In-home/Community Services

Youth that have committed delinquent acts may often access a variety of services in their home/community prior to formal involvement of the juvenile court. They may receive group, individual or family counseling. A number of prevention and intervention services are being provided for youth in their school (counseling, mediation, school based liaisons, Drug Abuse Resistance Education or other substance abuse services, mentoring, etc). Some law enforcement agencies utilize diversion programming such as shoplifting classes, restitution or community service. Some youth may receive in-home detention (in-home supervision while a youth resides in their home). A number of communities utilize intake centers - these centers are often located in juvenile detention facilities and are nonresidential settings where youth can be taken for transitional holds to move them to another setting.

### 2. Juvenile Detention Services

A youth arrested by law enforcement for the commission of a violent offense would often go directly to a juvenile detention facility. Indeed, youth that commit *any delinquent act* can be held in a juvenile detention facility. There are 10 such facilities in Iowa. Juvenile detention facilities are locked residential settings where youth under the jurisdiction of the juvenile court are held while awaiting a court hearing, or a court disposition. Holds are typically predispositional in nature, however, the juvenile court can also dispose delinquent youth who violate their probation to juvenile detention facilities for 48 hours. Additionally, in some areas of the state, youth under the adult court's jurisdiction are held in juvenile detention facilities. Clearly, juvenile detention facilities' primary functions are to provide public safety and assure a youth's appearance in court.

It should be noted as well that administrative rules requires juvenile detention facilities to include an education component - education services are provided by AEA's. At varying levels, juvenile detention facilities additionally

provide select physical and mental health services, group or individual counseling, recreation and skill building activities, etc.

In some jurisdictions the initial decision as to whether or not youth will be held in a juvenile detention facility is made by the juvenile court, while in others that decision initially is made by law enforcement. Bed availability is often one of the most significant factors related to whether or not a youth will be held in juvenile detention. Youth taken to juvenile detention facilities must have a court hearing within 24 hours.

*Juvenile Detention Facility Data* - Below is information compiled by the SPA from its own juvenile detention facility database. The database contains information specific to all “holds” performed in juvenile detention facilities throughout Iowa. For all reported holds, facilities indicate the most serious offense committed by the youth. The tables of this section are based on the state fiscal year (SFY) calendar that runs from July 1<sup>st</sup> of a given year through June 30<sup>th</sup> of the following year.

Table 37: Juvenile Detention Holds

	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
<b>Totals:</b>	4,751	5,243	5,212	5,294	5,242	4,790
Percentage change from previous year:	N/A	10%	-1%	2%	-1%	-9%

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the number of juveniles detained in juvenile detention facilities:

- The number of juveniles detained each year held steady for SFY98 thru ‘01 at approximately 5200 holds.
- There was an 8.6% decrease in detention holds from SFY01 to ‘02.

*Holds by Gender* - The following table examines the use of detention facilities by gender:

Table 38: Detention Holds by Gender

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
Female	856	18%	895	17%	1,065	20%	1,020	19%	1,113	21%	1,055	22%
Male	3,895	82%	4,348	83%	4,147	80%	4,274	81%	4,129	79%	3,735	78%
Total	4,751		5,243		5,212		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- Females accounted for approximately 20% of the holds during the report years.
- The highest percentage of females held for the report years was 22% in SFY02 - the lowest percentage held (17%) was in SFY98.

*Holds by Race* - The following table examines the use of detention facilities by race and ethnicity:

Table 39: Detention Holds by Race and Ethnicity

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian	3,361	71%	3,618	69%	3,607	69%	3,801	72%	3,695	70%	3,403	71%
African Am.	918	19%	1,031	20%	942	18%	952	18%	950	18%	849	18%
Native Am.	88	2%	160	3%	189	4%	100	2%	108	2%	122	3%
Asian	67	1%	77	1%	94	2%	85	2%	65	1%	43	1%
Hispanic	295	6%	322	6%	328	6%	324	6%	378	7%	320	7%
Other	22	0%	35	1%	52	1%	32	1%	46	1%	53	1%
	4,751		5,243		5,212		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Table 40: Caucasian Detention Holds Compared to Youth of Color Detention Holds

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian	3,361	71%	3,618	69%	3,607	69%	3,801	72%	3,695	70%	3,403	71%
Youth of Color	1,390	29%	1,625	31%	1,603	31%	1,493	28%	1,547	30%	1,387	29%
Total	4,751		5,243		5,210		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding above tables:

- Youth of Color constitute over 30% of the state's detention population.
- African American youth represent only 3% of the juvenile population in the state; however, they average almost 20% of the detention population.
- Asian/Pacific Islanders are the only youth of color to have a true representation of their population being held in the detention centers.

*Holds by Severity of Offense* - The following table examines the severity of offenses on which juveniles are being detained:

Table 41: Severity of Offenses for Detention Holds

Hold Types	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
<b>Felony</b>	2,053	2,153	2,012	1,947	1,712	1,660
<b>Percentage</b>	43%	41%	39%	37%	33%	35%
<b>Misdemeanor</b>	2,698	3,090	3,198	3,347	3,530	3,130
<b>Percentage</b>	57%	59%	61%	63%	67%	65%
<b>Total Holds</b>	4,751	5,243	5,210	5,294	5,242	4,790

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the severity of offenses on which juveniles are detained:

- From SFY97 to SFY02 the number of holds for felonies (2053 in SFY97 and 1660 in SFY02) decreased by approximately 20%. During the same time period the number of misdemeanants (2698 in SFY and 3130 held in SFY02) held increased by 16%.

The following table shows the severity of offenses for which juveniles are detained by gender:

Table 42: Severity of Offenses for Detention Holds by Gender

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
Female												
Misdemeanor	592	69%	662	74%	784	74%	760	75%	900	81%	845	80%
Felony	264	31%	233	26%	281	26%	260	25%	213	19%	210	20%
Male												
Misdemeanor	2,106	54%	2,428	56%	2,416	58%	2,587	61%	2,630	64%	2,285	61%
Felony	1,789	46%	1,920	44%	1,731	42%	1,687	39%	1,499	36%	1,450	39%
Total	4,751		5,243		5,212		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- For all report years females were most likely to be detained for misdemeanor offenses.
- Males are held on more serious offenses than females – 41% of the holds for males for the report years were for felonies – 24% of holds for females during the report years were for felonies.

The following table shows the severity of offenses for which juveniles are detained by race and ethnicity:



Table 43: Severity of Offenses for Detention Holds by Race and Ethnicity

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian												
Misdemeanor	1,930	57%	2,115	58%	2,155	60%	2,405	63%	2,474	67%	2,219	65%
Felony	1,431	43%	1,503	42%	1,452	40%	1,396	37%	1,221	33%	1,184	35%
Youth of Color												
Misdemeanor	768	55%	975	60%	1,043	65%	942	63%	1,056	68%	911	66%
Felony	622	45%	650	40%	560	35%	551	37%	491	32%	476	34%
Total	4,751		5,243		5,210		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- Little difference was seen between Youth of Color and Caucasian youth in the level of offenses leading to detention..

Since SFY93 Iowa has increased from nine juvenile detention facilities to 11 in SFY01, and back down to ten in SFY01. Presently there are ten juvenile detention facilities in the state. Additionally during this time period the number of juvenile detention beds in Iowa has grown from 126 in SFY93 beds to 230 beds in SFY03 through the addition of new facilities and the expansion of existing facilities. In late SFY03 the number of detention beds will again grow with the expansion of the facility in Scott County.

*Detention Bed Availability* -The following table shows the number of juvenile detention beds available in the State of Iowa, the number of juveniles detained in these facilities, and the average number of youth held in each bed.

Table 44: Detention Beds Available and Average Use

	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
<b>Beds Available</b>	188	193	193	217	238	230
<b>Youth Detained</b>	4751	5243	5210	5294	5242	4790
<b>Average Use</b>	25.3	27.2	27	24.4	22	20.8

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the number of detention beds available and the average number of juveniles held in each bed:

- Over the six year span that is reflected in the table 45 new detention beds were made available in the state.
- The average number of youths being held in each bed held fairly constant between SFY98 and SFY01 (approximately 5250) and lower than that in SFY97 and SFY02 (4751 in SFY97 and 4790 in SFY02).
- At least one factor related to the overall increase in the use of detention in some of the report years is the increase in the number of beds available statewide. For example there were 23.9% more beds in SFY02 than there were in SFY97.
- It appears that as the number of detention beds increases, so also increases the percentage of youth being held on lower level offenses (misdemeanors).

When this table is compared to the table with the severity of the crimes on which juveniles are detained on it would appear that as the number of beds available in the state increases that youth are securely detained on less severe offenses.

*Length of Stay in Detention* - The following table shows the length of holds in detention centers by gender:

Table 45: Length of Detention Holds by Gender

	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Female	9.4	8.6	9.5	9.4	9.6	9.5
Male	10.1	10.6	10.0	10.7	10.8	10.1
Overall	9.9	10.3	9.9	10.5	10.6	10.0

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- Males always have an average length of stay that is longer than females.
- Males stayed an average of 1 day longer than girls over the report period.

The following table shows the length of holds in detention centers by race and ethnicity:

Table 46: Length of Detention Holds by Race and Ethnicity

	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Caucasian	9.6	10.0	9.5	10.0	10.4	10.1
African American	11.0	10.9	11.0	10.8	10.0	9.7
Native American	10.1	9.6	10.1	11.4	13.4	9.0
Asian	11.6	11.6	9.9	18.7	10.5	10.4
Hispanic	9.9	12.0	10.5	13.0	13.0	9.7
Other	7.8	7.3	12.0	6.0	8.3	8.9
Overall	9.9	10.6	9.9	10.5	10.6	10.0

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- Except for SFY02, Caucasian youth always are below the average length of stay.
- Youth of color, with a couple of exceptions, are always above the average length of stay.
- Hispanic youth average 1.4 days longer in detention than Caucasian youth.

*Holds for Rural and Urban Areas* - The following table shows the use of juvenile detention centers by counties deemed MSA and non-MSA by the US Census Bureau.

Table 47: Rural and Metropolitan County Use of Juvenile Detention

	SFY97		SFY98		SFY99		SFY00		SFY01		SFY02	
non-MSA	1,549	33%	1,919	37%	1,796	34%	1,802	34%	1,722	33%	1,481	31%
MSA	3,187	67%	3,280	63%	3,285	63%	3,446	65%	3,492	67%	3,296	69%
Other	15	0%	44	1%	131	3%	46	1%	28	1%	13	0%
Total	4,751		5,243		5,212		5,294		5,242		4,790	

Source: Division of Criminal and Juvenile Justice Planning

Remarks regarding the table:

- Other juveniles are those that were detained in Iowa's juvenile detention centers that reside outside the state.
- While juveniles from MSA counties (urban) account for a consistent 45% of the juvenile population, they generally account for over 66% of the juvenile detention population.
- While the number of total holds has steadily increased the percentage juvenile holds from MSA counties and juvenile holds from non-MSA counties have stayed consistent.

### c. Overview of Basic Delinquency Decision Points

This section provides a brief overview of the major decision points related to delinquency processing for youth. It is intended to demonstrate the overall numbers of youth that are processed "through" court decisions. Delinquency processing was described as well in the "System Flow Section of this report. The "System Flow"

section earlier in this report additionally provides a fairly extensive illustration which details court processing. The table of contents reflects accordingly.

## **Delinquency Processing**

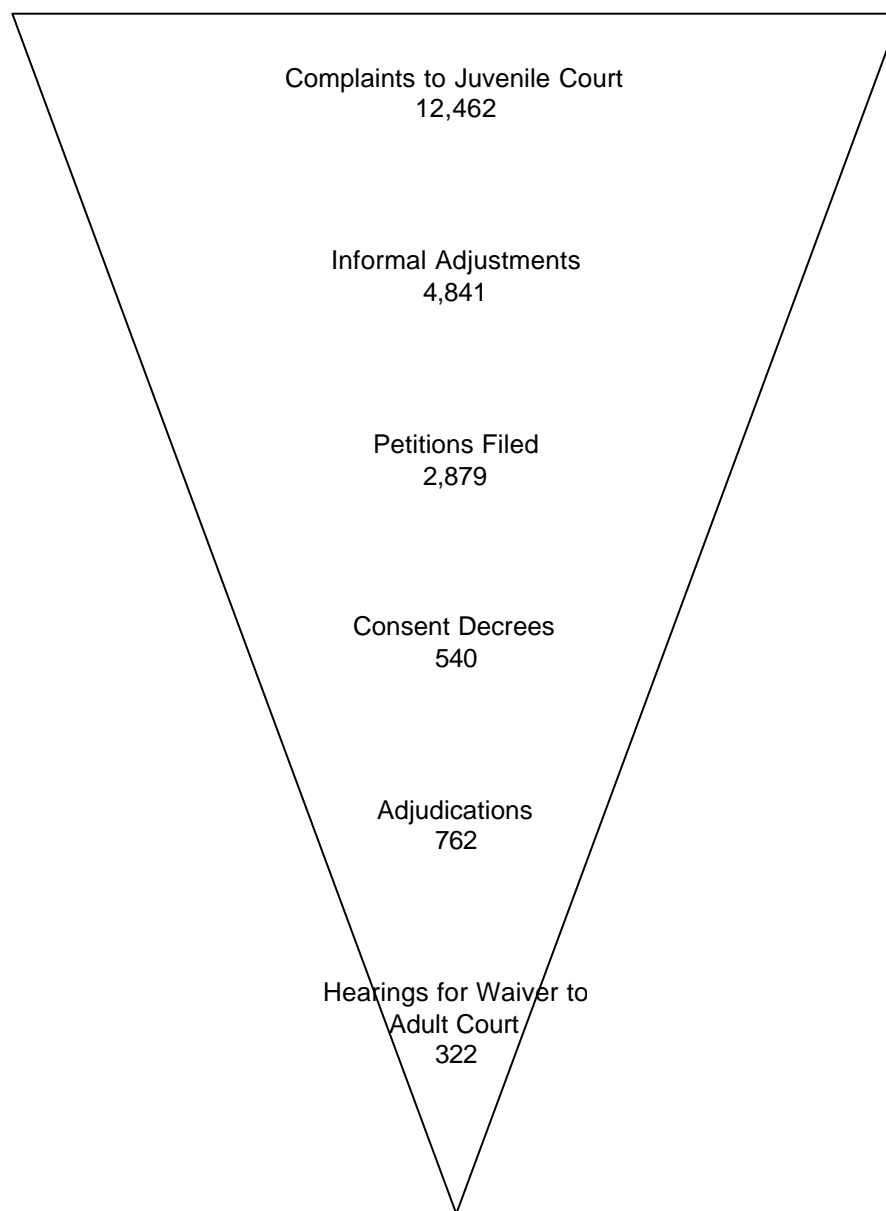
Narrative and data for select decision points has been provided in this section. Provided in the bullets immediately below is a brief overview of some of the options the Iowa Code provides for delinquent youth under the courts jurisdiction. Typically the intensity of a specific service increases as youth progress into more formalized court processing.

- “Complaints to Juvenile Court” – Complaints are typically referred to juvenile court by law enforcement. Complaints are law violations by juveniles. “Arrest” or “taking youth into custody” was discussed previously in this report. There may be more than one offense included in a complaint. Complaints are processed by juvenile court services (JCS) staff. Complaints are often synonymous with the decision of referral to juvenile court.
- “Informal Adjustment” – A significant number of youth referred to the juvenile court receive informal adjustments which are contracts that youth enter into with JCS staff. Informal adjustment is an option for youth utilized (often for younger or less serious offenders) that have admitted their involvement in a delinquent act. The conditions of an informal adjustment can include: juvenile court supervision, restitution/community service, prohibiting a youth from driving, referral to a private agency, voluntary participation in batterers’ treatment, etc.
- “Petitions Filed” – JCS staff refer youth that require more serious court intervention to the county attorney. The county attorney may “file a petition” on any given offense. The filing of a petition constitutes the formal involvement of the court.
- “Consent Decree” – At any time after the filing of a petition and prior to an order of adjudication the juvenile court may enter a consent decree. Consent decrees are similar to informal adjustment agreements. Consent decrees are court orders that specify conditions and requirements for youth. The terms and conditions of consent decrees may include: supervision of the child by the juvenile court or other designated agency, community service/restitution, prohibiting a youth from driving, participation in batterers’ treatment, etc.
- “Adjudications” - Adjudications are court hearings that provide a formal finding of guilt. A youth that is found guilty is “adjudicated a delinquent”.
- Dispositions – Dispositional hearings are provided for youth that have had a delinquency adjudication. Dispositional hearing are often conducted as part of the adjudication hearing. Dispositions for the juvenile court include: probation/court supervision, restitution/community service, driving suspension/revocation, special care & treatment, batterers education, foster family care, brief juvenile detention facility hold, community-based delinquency services, group care, mental health institution placement, state training school placement, independent living, etc.
- “Waiver to Adult Court” – Youth are waived to adult court (placed under the jurisdiction of the district court) if they have committed certain serious offenses, and/or are older youth and are deemed as requiring additional court supervision, and/or it is determined that they can no longer benefit from the supervision or services of the juvenile justice system.

Provided below is a table with information taken from Iowa’s Justice Data Warehouse (JDW )which is maintained by the SPA. The warehouse is a single repository of court information from Iowa’s 99 counties. The JDW is discussed in some detail in the “Plan for Reducing Disproportionate Minority Confinement” Section of this report. Appendix F contains matrices which are created with information from JDW (and also from other secure facility data bases maintained by the SPA) which allows for analysis of court processing broken down by race.

It should be noted that the numbers reflected in the table represent a count for a given decision point. The numbers do not represent individual youth. For example, the “Complaints to Juvenile Court” decision point in the table reflects 12,462 “complaints” (not youth) referred to the juvenile court.

Figure 12: State-Wide Juvenile Justice System Flow (2002)  
Data From Select Iowa Judicial Districts (1, 2, 4, and 6)



Source: Iowa Justice Data Warehouse

Note: The information in the table is provided for the 1<sup>st</sup>, 2<sup>nd</sup>, 4<sup>th</sup> and 6<sup>th</sup> judicial districts. Those were the districts for whom local and state data could be verified. The SPA will be working with all of the judicial districts to improve analysis and reporting for the upcoming year.

Remarks regarding the table:

- As the formality of court involvement increases the numbers in the given decision point decrease.
- Significant numbers of youth receive informal adjustments.
- Small numbers youth are waived to adult court.

Listed below are some of the more common services/sanctions for youth under juvenile court jurisdiction. A section also provides information regarding youth under adult court jurisdiction.

## d. Select Delinquency Services

It should be noted that many delinquent youth access family foster care, shelter care, and family centered services. Those services were described under "CINA" in the "Service Network" section of this report. Provided below is a variety of information related to court activities and other select delinquency services. It is not unusual for youth to receive more than one service/sanction as part of a single disposition. Included also in this area is a variety of information for youth under the jurisdiction of the adult court.

### 1. Probation/Court Supervision

A common disposition of the court is to place a youth on probation. Youth on probation are placed under the supervision of the court and must typically comply with a variety of court imposed sanctions/services such as: curfew, apology letter, substance abuse testing, restitution, life skills classes, drivers license suspension, counseling, supervisory visits by court officials, etc.

### 2. Restitution/Community Service

Many youth under the supervision of the juvenile court are required to make restitution to victims, either through monetary repayment or through the performance of community services. The juvenile court assigns and tracks a specified monetary amount or number of hours for which community services shall be performed. In the 2002 Iowa legislative session the state funding source for restitution/community services was eliminated. This has reduced the capacity of local courts to implement these services. The overall impact has varied by jurisdiction.

### 3. Community-Based Delinquency Services

In 1994 four new delinquency Services were created for youth including; community-based day treatment, tracking and monitoring, life skills and school-based supervision. The funding for the services was described briefly in the Structure and Function section earlier in this report. Provided immediately below is data and an overview of the services themselves.

*Day Treatment Programs* – are primarily non-residential treatment services for youth during most of their waking hours. Day treatment may include a variety of different services including education or tutoring, vocational training, substance abuse counseling, and group work. The below table provides information regarding day treatment programming.

Table 48: Community-based Day Treatment

	2001 Number	Percentage
Caucasian	166	86.0%
African-American	16	8.3%
Hispanic	7	3.6%
Native American	1	0.5%
Asian/Pacific Islander	1	0.5%
Mixed	2	1.0%
Unknown	0	0.0%
Caucasian	166	86.0%
Youth of Color	27	14.0%
Unknown	0	0.0%
Female	53	27.5%
Male	140	72.5%
Unknown	0	0.0%
Total	193	100.0%

Source: Division of Criminal and Juvenile Justice Planning

Note: Information in the table is provided for the months of July 2001 through November 2001. These figures include information from each of the 8 judicial districts.

Remarks regarding the table:

- Most youth receiving day treatment services are Caucasian.
- African American youth are overrepresented in such services.
- Males comprise 75.5% of the population for the report period, and females are 27.5%.

*Tracking and Monitoring Services*— are a form of intensive supervision/probation services performed in each of Iowa's judicial districts. "Trackers" work under the supervision of local juvenile court officers and typically have small caseloads (5 or 6 youth). Trackers make multiple contacts with a given individual in a single day, and thereby make it possible for youth to be maintained in the community in situations where they might otherwise have to be placed in an out-of-home setting. The table below table provides information regarding tracking and monitoring services.

Table 49: Tracking & Monitoring

	2001 Number	Percentage
Caucasian	998	85.7%
African-American	104	8.9%
Hispanic	29	2.5%
Native American	7	0.6%
Asian/Pacific Islander	7	0.6%
Mixed	17	1.5%
Unknown	3	0.3%
Caucasian	998	85.7%
Youth of Color	164	14.3%
Unknown	3	0.0%
Female	238	20.4%
Male	927	79.6%
Unknown	0	0.0%
Total	1165	100.0%

Source: Division of Criminal and Juvenile Justice Planning

Note: Information in the table is provided for the months of July 2001 through November 2001. These figures include information from each of the 8 judicial districts.

Remarks regarding the table:

- Caucasians represent 85.7% of those youth serviced and youth of color 14.3%.
- Males comprise 79.6% of the population for the report period, and females are 20.4%.

*Life Skills Services* – are designed to provide interpersonal skills training and other competency development to delinquents in a small group or standardized setting. Life skills services training works with youth on social skills and values training. Table 53 below provides information regarding life skills services.

Table 50: Life Skills

	2001* Number	Percentage
Caucasian	240	87.9%
African-American	29	10.6%
Hispanic	2	0.7%
Native American	0	0.0%
Asian/Pacific Islander	1	0.4%
Mixed	0	0.0%
Unknown	1	0.4%
Caucasian	240	87.9%
Youth of Color	32	11.7%
Unknown	1	0.4%
Female	102	37.4%
Male	171	62.6%
Unknown	0	0.0%
Total	273	100.0%

Source: Division of Criminal and Juvenile Justice Planning

Note: Information in the table is provided for the months of July 2001 through November 2001. These figures include information from each of the 8 judicial districts.

Remarks regarding the table:

- Most youth receiving life skills services are Caucasian (87.9%).
- African American youth are overrepresented in such services (10.6%).
- Males comprise 62.6% of the population for the report period, and females are 37.5%.

*School Based Supervision*— provides on-site services to students at middle and high schools in order to keep them in school and prevent out-of-home placement. School based workers deal with misbehavior and truancy, perform court intake, provide family assistance, etc. In fiscal year 2000 there were 273 schools served by 126 juvenile court school liaisons. Local school districts contribute a minimum of 50% of the costs for this programming.

Table 51: School Based Liaison Program

	2000-2001		2001-2002	
	N	Percentage	N	Percentage
Caucasian	3415	87.0%	5152	88.2%
African-American	216	5.5%	318	5.4%
Hispanic	115	29.0%	207	3.5%
Native American	15	0.4%	21	0.4%
Asian/Pacific Islander	35	0.9%	25	0.4%
Mixed	50	1.3%	104	1.8%
Unknown	80	2.0%	12	0.2%
Caucasian	3415	87.0%	5152	88.2%
Youth of Color	431	11.0%	676	11.6%
Unknown	80	2.0%	12	0.2%
Female	1292	32.9%	1942	33.3%
Male	2634	67.1%	3895	66.7%
Unknown	0	0.0%	0	0.0%
Total	3926	100.0%	5840	100.0%

Source: Division of Criminal and Juvenile Justice Planning

Note: Information is provided for the 2001 and 2002 school years.

Remarks regarding the table:

- Most youth receiving school based liaison supervision are Caucasian (88.2%).
- African American youth are overrepresented in such services (5.4%).
- Males comprise 66.7% of the population for the report period, and females are 33.3%.
- From the 2000 – 2001 school year to the 2001 – 2002 school year there was a 48.8% increase in the number of school based liaison cases being provided services.

#### 4. Group Care

Group care provides highly structured 24-hour treatment services and supervision for children who cannot be served at a less restrictive level of care due to the intensity or severity of their emotional/behavioral problems. Youth placed in group care have typically been adjudicated either as delinquent or as CINA. Group care also offers services to families of children in care in order to implement plans for permanent placement. Permanency goals for children in foster care include reunification with family, placement with a relative or guardian, adoption, independence and very rarely long-term care.

Group care services include counseling and therapy, social skills development, restorative living skills development, family skills development, and supervision. Associated activities include social work, case management, court involvement, licensing, payment and recovery. Group care services are purchased from private agencies. There are four levels of group care: community, comprehensive, enhanced, and highly structured.

In 1992, the Iowa General Assembly passed legislation to establish a group “cap” that placed increased emphasis on placement prevention services and limited the historical growth of group foster care and residential treatment expenditures. In fiscal year 1997 a new type of “cap” was established that put limits on the amount of funding (rather than the number of beds) available per DHS region. DHS and juvenile court officials, working in local collaborations with service providers and others, continue to develop plans for alternative services for youths who in the past would have been placed in group care. The planning process for group care was discussed earlier in the “Structure and Function of Juvenile Justice System” section of this report.



Current demands for group care often result in only children with the most severe emotional/behavioral problems being placed in that setting. A variety of alternatives have, in all likelihood, been attempted prior to a youth being placed in-group care.

*Group Care* - Listed in the table below is data regarding group care. The data was provided by the Iowa Department of Human Services FACS system. A brief description of the FACS system is provided in the discussion of shelter care services earlier in this report. The below table statistics include youth that have been served in a variety of group care settings - community, comprehensive, enhanced, highly structured, and Psychiatric Medical Institutes for Children. The table includes statistics on both CINA and delinquent youth.

Table 52: Group Care

	SFY00		SFY01		SFY02	
	Number	Percentage	Number	Percentage	Number	Percentage
Caucasian	2,118	74.0%	2,183	73.5%	1,998	72.2%
African American	274	9.6%	299	10.1%	279	10.1%
Native American	31	1.1%	40	1.3%	54	2.0%
Asian/Pacific Islander	29	1.0%	30	1.0%	20	0.7%
Hispanic	96	3.4%	104	3.5%	95	3.4%
Unknown	82	2.9%	62	2.1%	57	2.1%
Blank	233	8.1%	251	8.5%	265	9.6%
Caucasian	2,118	74.0%	2,183	73.5%	1,998	72.2%
Youth of Color	430	15.0%	473	15.9%	448	16.2%
Unknown/Blank	315	11.0%	313	10.5%	322	11.6%
Female	817	28.5%	870	29.3%	790	28.5%
Male	2,046	71.5%	2,099	70.7%	1,978	71.5%
Total	2,863		2,969		2,768	

Source: Iowa Department of Human Services

Remarks regarding the table:

- The overall numbers of youth being served in group-care remained stable during the report years.
- African American youth are over-represented in group-care services.
- For the report years, males comprise approximately 70% and girls about 30% of the population in group-care.

## 5. Juvenile State Institutions

Iowa has two state institutions for delinquent youth, the Boys State Training School in Eldora and the Iowa Juvenile Home in Toledo. A variety of out-of-home settings have in all likelihood been attempted prior to sending a youth to one of the state institutions.

The Boys State Training School (STS) in Eldora is a locked state institution for delinquent boys. The STS is campus style and youth live in locked cottages on the institution grounds. The facility is considered, by many, to be an end of the line placement for *delinquent boys*. Juvenile offenders that fail at STS that then reoffend would probably face waiver to adult court as their next most serious sanction, although some youth may have multiple admissions to STS.

The Iowa Juvenile Home (IJH) is a coed state institution that provides treatment for Children in Need of Assistance (CINA) and is the state training school for delinquent girls. There are 100 beds at the IJH with 68 designated for delinquent or CINA females and 32 designated for CINA males. The number of delinquent or CINA females depends upon the needs of the referring counties. *Iowa Juvenile Home data presented in this section will be for delinquent girls only.*

CJJP maintains a database of holds for youth in STS and delinquent girls at IJH. The database contains information on the single most serious offense for which youth are admitted to those institutions. The tables presented in this section are based on the state fiscal year (SFY). Table and analysis are provided below.

Table 53: State Training School Holds

	SFY98		SFY99		SFY00		SFY01		SFY02	
Person	127	26%	108	27%	132	29%	133	33%	127	29%
Non-Person	367	74%	299	73%	316	71%	272	67%	314	71%
<b>Totals:</b>	494		407		448		405		441	

Source: Iowa State Training School for Boys at Eldora

Remarks regarding juveniles that were detained at the STS:

- The percentage of boys held on person offenses increased 7% between SFY98 and SFY01, then dropped 4% between SFY01 and SFY02.

The following table shows the number of boys confined at the State Training School by race and ethnicity:

Table 54: State Training School Holds by Race and Ethnicity

	SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian	345	70%	293	72%	339	76%	304	75%	329	75%
Youth of Color	149	30%	114	28%	109	24%	101	25%	112	25%
<b>Totals:</b>	494		407		448		405		441	

Source: Iowa State Training School for Boys at Eldora

Remarks regarding the table:

- While youth of color only account for approximately 10% of the juvenile population in the state they account for 26.4% of the population at the State Training School during the report years.

The following table gives the number of girls held at IJH and the type of offense they were detained on.

Table 55: Iowa Juvenile Home Holds

	SFY98		SFY99		SFY00		SFY01		SFY02	
Person	10	22%	11	22%	17	29%	17	36%	17	37%
Non-Person	36	78%	38	78%	41	71%	30	64%	29	63%
<b>Totals:</b>	46		49		58		47		46	

Source: Iowa Juvenile Home at Toledo

Remarks regarding juveniles that were detained at the secure cottage at the IJH:

- While there are changes in the percentages, the total numbers held is so low that any change will look to be significant.

The following table shows the number of girls confined in the secure cottage at the Iowa Juvenile Home in Toledo by race and ethnicity:

Table 56: Iowa Juvenile Home Holds by Race and Ethnicity

	SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian	32	70%	38	78%	40	69%	30	64%	29	63%
Youth of Color	14	30%	11	22%	18	31%	17	36%	17	37%
<b>Totals:</b>	46		49		58		47		46	

Source: Iowa Juvenile Home at Toledo

Remarks regarding the table:

- The low number of girls confined in the secure cottage make it difficult for any meaningful statistical analysis.

## **6. Services Targeting Older Youth**

In January 2002, the Iowa Department of Human Services awarded a contract to a collaboration of ten social service agencies (the Iowa Aftercare Services Network) to provide services and support to youth who "age out" of foster care in Iowa. DHS combined federal funds from the Chafee Foster Care Independence Program and the Mental Health Services Block Grant to assist former foster care youth between the ages of 18 and 21 become self-sufficient. Case management services based on individual self-sufficiency plans have been provided to approximately 125 youth since the services began in April 2002. Goals related to stable housing, education, employment, health care, life skills, parenting, and community supports, among others are addressed in the plans. Cash assistance via "vendor payments" is also available to meet short-term or emergency needs of eligible youth. Involvement of youth with the aftercare services is voluntary.

The aftercare services complement the transition planning activities currently provided by DHS staff. These activities include a life-skills assessment, transition plan development, and a "transition information packet" that is provided to all youth in foster care age 16 or older. A second-year modification to the aftercare contract now also allows DHS to refer youth who will be aging out of foster care and who are likely to have problems on their own to the Iowa Aftercare Services Network three months prior to their exit from foster care to assist the youth in making the transition.

Transition issues for youth in foster care continue to be under scrutiny of the Iowa Legislature. In 2002, legislation to require the involvement of adult service providers in transition planning for youth in Iowa's child welfare system who will likely need adult services was enacted. This year, legislation expanding requirements for the transition of youth from the child welfare system to adulthood and adult services has passed. At the same time, the state continues to face budget deficits and any new financial support from the state to support youth transitions is not anticipated.

## **7. Juveniles in the Adult System**

This section describes juveniles who are waived from the jurisdiction of the juvenile court to the jurisdiction of the adult court. Once under the jurisdiction of the adult court a juvenile can generally be given any sentence that an adult could receive for the same offense. Among these sentences are both probation and prison sentences. This section will address juveniles that have been given either prison sentences or were placed on adult probation.

There are a number of ways in which a juvenile may end up under the jurisdiction of the adult court. They are either formally waived by the juvenile court or are statutorily excluded from the juvenile court jurisdiction.

Effective in SFY96 Iowa Code (232.8(1c)) provides that juvenile offenders aged 16 and 17 are automatically under the adult court jurisdiction for forcible felonies and certain other felonies. See Appendix E to determine the list of forcible and other felonies that are defined by 232.8(1c).

The SPA reviewed information obtained from the Adult Corrections Information System (ACIS) and Iowa Community-Based Corrections (ICBC) database. The review was conducted to learn more about youth placed under the jurisdiction of the adult court. Analysis was conducted regarding adult probation and prison entries of offenders who were either under age 18 at arrest or on the date the offense was committed. Provided below is information from these systems.

*It should be noted that the reporting format for the ICBC system has recently changed. Consequently, it is not possible to provide updated numbers in this report regarding the supervision of youth by community based corrections. The ICBC figures provided below are from prior report periods. It is anticipated that figures will be available for SFY 2002 and later years in future reports. As the charts below reflect, the SPA was able to provide updated information from ACIS (the system that provides data on admissions to Iowa prisons).*

**Youth Admitted to Prison** - The following table shows the number of juveniles that were admitted to prison at one of Iowa's adult prisons.

Table 57: Juveniles in State Prisons

	SFY98	SFY99	SFY00	SFY01	SFY02
Person	46	32	73	30	34
Non-Person	40	40	56	49	49
<b>Totals:</b>	<b>86</b>	<b>72</b>	<b>129</b>	<b>79</b>	<b>83</b>
Percent Change from Previous Year	37%	-16%	79%	-39%	5%

Source: Adult Corrections Information System

Remarks regarding juveniles that are serving time in state prisons:

- With the exception of SFY00, the total number of juveniles admitted to Iowa prisons has held fairly constant.

*Prison Admissions for Youth on Certain Serious Offenses* -The following table compares the number of juveniles sentenced to prison that were waived to adult court from juvenile court with the number of such juveniles in adult court through the automatic waiver provisions as defined in Iowa Code 232.8(1c).

Table 58: Juvenile Court Waiver Youth versus Statutorily Waived Youth

	SFY98	SFY99	SFY00	SFY01	SFY02
Waived by Juvenile Court	55	45	77	61	57
Waived by Iowa Code 232.8(1c)	31	27	52	18	26
<b>Totals:</b>	<b>86</b>	<b>72</b>	<b>129</b>	<b>79</b>	<b>83</b>

Source: Adult Corrections Information System

Remarks regarding the manner in which juveniles were waived to the adult court:

- There has been no substantial increase in the number of juveniles admitted to adult prisons due to the automatic waiver provisions during the above years.
- With the exception of SFY00, the total number of juveniles statutorily waived to an Iowa prison has held fairly constant.

*Youth Prison Admissions by Gender* - The following table shows the number of juveniles committed to Iowa's prisons by gender:

Table 59: Juveniles in State Prisons by Gender

	SFY98	SFY99	SFY00	SFY01	SFY02
Female	5 6 %	7 10 %	3 2 %	3 4 %	8 10 %
Male	81 94 %	65 90 %	126 98 %	76 96 %	75 90 %
<b>Total</b>	<b>86</b>	<b>72</b>	<b>129</b>	<b>79</b>	<b>83</b>

Source: Adult Corrections Information System

Remarks regarding the table.

- There has been no consistent pattern to the percentage of female juveniles that are committed to Iowa's prisons; however, the numbers remain quite low.

*Youth Prison Admissions by Race and Ethnicity* -The following table shows the number of juveniles committed to Iowa's prisons by race and ethnicity:

Table 60: Juveniles in State Prisons by Race and Ethnicity

	SFY98		SFY99		SFY00		SFY01		SFY02	
Caucasian	44	51%	37	51%	71	55%	53	67%	52	63%
African American	33	38%	26	36%	47	36%	16	20%	22	27%
Native American	0	0%	2	3%	1	1%	0	0%	3	4%
Asian	0	0%	1	1%	2	2%	0	0%	2	2%
Hispanic	9	10%	6	8%	8	6%	10	13%	4	5%
Unknown	0	0%	0	0%	0	0%	0	0%	0	0%
<b>Total</b>	<b>86</b>		<b>72</b>		<b>129</b>		<b>79</b>		<b>83</b>	

Source: Adult Corrections Information System

Remarks regarding the table:

- The percentage of youth of color being committed to Iowa's prisons has been over 30% every year, and almost 50% in SFY98 and SFY99. This percentage is significantly higher than the percentage of youth of color in the state.
- African American represents almost 30% of all juvenile admissions to prison for the report years.

*Youth on Probation in the Adult System* - Data regarding the number of juveniles under the adult court that are on probation was only obtained for all of the SFY from 1994 through 1998; however, data on the types of offenses were only obtained for SFY97 and SFY98. The following table shows juveniles under adult court jurisdiction on probation. *As was explaining previously, updated information regarding youth on probation in the adult court was not available because of a change in reporting. It is, however, to be assumed that the numbers of youth (and adults) on probation is routinely higher than those admitted to adult institutions.*

Table 61: Juveniles on Probation under the Adult Court Jurisdiction

	SFY94	SFY95	SFY96	SFY97	SFY98
Person	N/A	N/A	N/A	63	74
Non-Person	N/A	N/A	N/A	270	224
<b>Totals:</b>	<b>212</b>	<b>225</b>	<b>246</b>	<b>333</b>	<b>298</b>

\* The numbers of juveniles under adult court probation for SFY99 were not available at the time this report was prepared.

Source: Adult Corrections Information System

Remarks regarding juveniles that are on probation under the adult court jurisdiction:

- The number of juveniles on probation under the adult court rose on an average of 16% from SFY94 to SFY97, and then dropped by -10.5% from SFY97 to SFY98.
- The following table shows the number of juveniles placed on probation under the jurisdiction of the adult court by gender:

*Youth on Probation in the Adult System by Gender* – Provided below is information regarding youth on probation in the adult system broken down by gender.

Table 62: Juveniles on Probation under Adult Court Jurisdiction by Gender

	S F Y 9 7		S F Y 9 8		S F Y 9 9	
F e m a l e	4	6 1 3 %	4	0 1 3 %	4	8 1 4 %
M a l e	2	9 8 8 6 %	2	6 5 8 7 %	2	9 6 8 6 %
<b>T o t a l</b>	<b>3</b>	<b>4 5</b>	<b>3</b>	<b>0 5</b>	<b>3</b>	<b>4 4</b>

Source: Adult Corrections Information System

- Females present 13.5% of the juveniles placed on probation under the adult court jurisdiction.

*Youth on Probation in the Adult System by Race/Ethnicity* - The following table shows the number of juveniles placed on probation under the jurisdiction of the adult court by race and ethnicity:

Table 63: Juveniles on Probation under Adult Court Jurisdiction by Race and Ethnicity

	S F Y 9 7		S F Y 9 8		S F Y 9 9	
C a u c a s i a n	2 6 6	7 7 %	2 4 2	7 9 %	2 4 7	7 2 %
A f r i c a n A m e r i c a n	5 2	1 5 %	4 0	1 3 %	5 6	1 6 %
N a t i v e A m e r i c a n	4	1 %	2	1 %	4	1 %
A s i a n	5	1 %	3	1 %	7	2 %
H i s p a n i c	1 6	5 %	1 3	4 %	2 2	6 %
U n k n o w n	1	0 %	5	2 %	8	2 %
T o t a l	3 4 4		3 0 5		3 4 4	

Source: Adult Corrections Information System

Remarks regarding the table:

- The issue of over representation continues to be a factor as youth of color represent over 20% of the juveniles placed on probation under the adult court jurisdiction.
- As with prison commitments African American youth are the largest group among the youth of color for probation under the adult court jurisdiction.
- Given the number of African American youth in prison the numbers of African-American youth on probation are under-represented.

## IOWA'S SUMMARY ANALYSIS

Below is summary information relative to Iowa's "Crime Analysis" section. Other information considered for this analysis includes data and information provided in the "Structure and Function of Juvenile Justice System", the "Service Network" and "DMC" sections of this report. *Those areas of analysis that were considered as notworthy by the SPA and the SAG are marked in italics.*

### 1. Overall System Processing

- Juveniles comprise approximately 20% of all arrests.
  - ✓ Reported crime was fairly stable from 1998 through 2000.
  - ✓ Between 1999 and 2001 there was a 14.6% decrease in reported crimes.
  - ✓ Person offenses generally accounted for 14% of the arrests and non-person offenses for 86% of the arrests.
  - ✓ The rate of reported crime for juveniles is generally lower than that of adults.
- The overall numbers of youth being served in group-care remained stable during the report years.
  - ✓ *Youth returning from the highly structured setting of group care benefit from additional services which allow them to transition in their community.*
- The number of juveniles detained each year held steady for SFY98 thru '01 at approximately 5200 holds. There was an 8.6% decrease in detention holds from SFY01 to '02.
  - ✓ Except for SFY02, there is a trend to hold juveniles in detention facilities on less severe offenses (misdemeanors). The percentage of juveniles detained on misdemeanors has increased by 10% between SFY97 and SFY01, and conversely the percentage of juveniles detained on felonies has decreased by 10%.
  - ✓ There appears to be a positive relationship between the difference in growth rates of felony and misdemeanor offenses and with the increasing number of detention beds available. The more beds available would appear to indicate that juveniles that were not able to be detained in 1997 on a misdemeanor charge can now be detained in 2002 on the same charge.
- Admission of juveniles under adult court jurisdiction to Iowa prisons has remained stable in recent years.

## 2. Multiple State Planning Initiatives in Local Communities

- *There are multiple state planning initiatives that are impacting on localized planning efforts for youth and families. The initiatives include; Decat, Success IV, Empowerment, Communities of Promise, SAFE, Community Health Assessments, SIG, Iowa Workforce Development Youth Councils, the Child Welfare/JJYD Allocation.*
- *The SAG has identified prevention services as a key vehicle to impact on a variety of issues for youth.*
- *Iowa's Youth Development initiative is one effort seeking to coordinate the variety of planning and policy requirements for various state initiatives.*

## 3. Educational Needs

- *Iowa's overall educational performance is considered high when compared to other states.*
  - ✓ *A variety of educational alternatives are available for youth involved in the juvenile justice system. The alternatives include: tutoring or mentoring programs, after school activities, day treatment services, truancy liaison officers, alternative schools, etc.*
  - ✓ *AEA's provide educational services to youth in the juvenile justice system's most restrictive settings such as the state training schools, group care facilities, mental health settings etc.*
  - ✓ *Special education enrollment increased 7.3% from the 1997-98 school year to the 2001-02 school year.*
  - ✓ *These increases in special education enrollment occurred despite a 3.4 percent total decrease in public school enrollment in the three school years.*
- *Approximately 92% of Iowa youth receive high school diplomas.*

## 4. Gender Specific Services

- *Girls are approximately 49% of Iowa's general youth population.*
- *Girls comprise lower percentages than boys of some of the more intensive court services:*
  - ✓ *Girls accounted for approximately 20% of juvenile detention holds for the report years.*
  - ✓ *Girls are held in detention on less serious offenses than boys – 24% of holds for girls during the report years were for felonies, while 41% of the holds for boys were for felonies.*
  - ✓ *Girls length of stay in juvenile detention facilities is less than the length of stay for boys.*
  - ✓ *Girls comprised 14% of those served in tracking and monitoring, 37% of those served in life skills, 27.5% of those served in day treatment services, and 37% of those served by school liaisons.*
  - ✓ *Girls comprised approximately one quarter of those youth served in group care services.*
  - ✓ *Girls comprise 6.4% of the youth under adult court jurisdiction admitted to Iowa prisons.*
- *Higher percentages of girls were served in child welfare end of the service spectrum.*
  - ✓ *Girls comprised 49% of shelter care facility holds, 49% of foster family care services, and 45% of family centered services provided.*

## 5. Disproportionate Minority Confinement

- *Youth of color are over-represented in all levels of juvenile justice system services.*
- *Youth of color are the most over-represented for the system's most intensive sanctions.*
  - ✓ *Approximately 30% of the youth held in juvenile detention facilities are youth of color.*
    - *Comparison of the severity of offenses for juvenile detention facility admissions reflected no significant between youth of color and Caucasian youth.*
    - *Youth of color typically have lengths of stay in juvenile detention facilities longer than Caucasian youth.*
  - ✓ *About 26% of the youth at the boys state training school and 30% of delinquent girls at the Iowa Juvenile Home are youth of color.*

- ✓ *The percentage of youth of color being committed to Iowa's prisons has been over 30% every year, and almost 50% in SFY98 and SFY99. This percentage is significantly higher than the percentage of youth of color in the state.*
  - *African American represent almost 30% of all juvenile admissions to prison for the report years.*
- ✓ *Approximately 15.6% of youth held in group-care facilities are youth of color.*
- *The overrepresentation for youth of color for community based services is not as high as it is for some of the upper end services.*
  - ✓ *From a limited number cases, youth of color comprise approximately 14% of day treatment services, 12% of life skills services, 14% of tracking and monitoring services, and 11 percent of the school based liaison services.*
- *Iowa's Phase I & II DMC Matrices reflect that minority youth are overrepresented at almost all levels of system processing.*
  - ✓ *Five counties (Black Hawk, Linn, Polk, Scott, and Woodbury) account for almost two thirds of the juvenile detention facility and 62% of the boys state training school holds in Iowa for minority youth.*
  - ✓ *Analysis of decision making from select juvenile court judicial districts reflects that youth of color are overrepresented at all of the decision making stages.*
    - *For select juvenile court judicial districts youth of color have the highest index (excluding commitment to secure facility) at the decision making stage of "prosecuted" (petition filed).*
    - *Youth of color have the lowest index rating at the decision making state of diversion (informal adjustment).*
- *Youth of Color are additionally overrepresented at the child welfare end of the service spectrum.*
  - ✓ *Youth of color comprised approximately 25% of shelter care and family centered services, and one third of foster family care services.*

## **6. Delinquency Prevention and Treatment Services Available in Rural Areas**

- *Some of Iowa's poorest residents live in rural counties.*
- *Youth in rural areas typical don't have access to the broad array of service opportunities as are available in Iowa's metropolitan areas.*
  - ✓ *Transportation is a major issue relating to service availability for youth residing in rural areas.*
- *Juvenile detention populations are comprised largely of youth from metropolitan areas.*
  - ✓ *While juveniles from MSA counties (urban) account for a consistent 45% of the juvenile population, they generally account for over 66% of the juvenile detention population.*
  - ✓ *While the number of total holds has steadily increased the percentage juvenile holds from MSA counties and juvenile holds from non-MSA counties have stayed consistent.*

## **7. Mental Health Services Available to Juveniles in the Juvenile Justice System**

- *Research by a SAG subcommittee reflects that two of the services in the child welfare/juvenile justice system (shelter care and juvenile detention) that work with youth with some of the most pressing mental health issues, have extremely limited training opportunities regarding issues related to mental health.*
- *An average of approximately 14,400 family centered services cases were served during the report years. It is one of most broadly utilized service categories of the child welfare/juvenile justice system.*
- *Special education enrollment increased 7.3% from the 1997-98 school year to the 2001-02 school year. These increases in special education enrollment occurred despite a 3.4 percent total decrease in public school enrollment in the three school years.*
- *Twenty Eight percent of the respondents in the Iowa Youth Survey agree that they do not have anything to be proud of.*



## 8. Substance Abuse

- Twenty-three (23) percent of respondents in the Iowa Youth Survey reported current alcohol use while 42 percent reported ever using alcohol.
- Only 10 percent of Youth Survey respondents reported current use of drugs (e.g., amphetamines, cocaine, inhalants, marijuana, and steroids), while 19 percent reported ever using drugs.
- The number and rate of arrests for drug offenses for both juveniles and adults increased notably from 1997 to 2000, and decreased in 2001.
- A variety of substance abuse options are available for Iowa youth including: in-class curriculums, DARE, before and after school programs, drug testing, residential/ inpatient or outpatient services, etc.

## B. LIST OF STATE'S PRIORITY JUVENILE JUSTICE NEEDS/PROBLEM STATEMENTS

The opening section of this report, "State Process Relative to the Development of Iowa's Three-Year Plan" overviewed the SAG's process for creation of the plan. Essentially, SAG members voted for program issues through a prioritization process. The issues for the program plan are listed in order of priority below.

1. As Iowa's summary analysis reflects, there are multiple state agencies and departments in Iowa that administer programs for youth – each of these initiatives requires localized community planning and collaboration. Across most of these state programs there has been a loss of prevention funding in recent years. Although youth development approaches are being advanced by a number of these state departments, efforts tend to be fragmented and confined to relatively small programs. In the past three years 39 local Decats advanced their knowledge and ability to incorporate youth development into their local process. There is a need to further develop understanding of youth development and the importance of prevention at the state and local level.
2. Research conducted by the SAG and its Mental Health Committee have identified mental health to be a major issue for youth in the juvenile justice system. Juvenile detention facilities and juvenile shelter care facilities are two of the primary care services for youth in Iowa's juvenile justice system. Youth served in those settings experience a great deal of emotional stress, and are prone to mental health related problems. There is lacking a format to share information with staff in those settings.
3. Despite extensive effort, youth of color continue to be over-represented in Iowa's secure facilities. Additionally, local and state officials have specific needs related to training, best practices information and support for local planning to impact the issue, and specific approaches to divert youth from secure settings. There is a need as well for system data to better track the extent and overall progress of DMC.
4. Despite the significant efforts of the SAG, SPA, and Iowa's Gender Specific Services Task force there is still much work to be done regarding the issues of gender in the juvenile justice system. State officials and communities have a need to understand the issues relative to planning for girls. State and local officials still have a need to learn more of innovative gender-specific approaches, and to engage and re-engage key officials who can impact on these issues.
5. Institutional and group care services are the juvenile justice system's most structured environments. Many youth in Iowa that return from an out-of-home setting require additional service support to transition back to a community setting. The SAG has identified such services as lacking in some of Iowa's jurisdiction.

### **3. PLANS FOR COMPLIANCE WITH THE FIRST THREE CORE REQUIREMENTS OF THE JJDP ACT AND THE STATE'S PLAN FORM COMPLAINEE MONITORING**

#### **A. Plan for Deinstitutionalization of Status Offenders**

Iowa is in full compliance with section 223 (a) (12) (A) of the JJDP Act. The SPA's Compliance Monitor for the State of Iowa collects data on all juveniles held in facilities in the state that confine juveniles in a secure manner including juvenile correctional facilities, juvenile detention facilities, city lock-ups, county jails, secure juvenile mental health institutes and secure juvenile residential treatment facilities. This data is gathered for a state fiscal year and compiled in a number of databases maintained by the Compliance Monitor. This data is then examined for any instances of non-compliance, and these instances are further investigated to determine whether the incident was a non-compliant hold, or whether there was an error in the way the data was reported. Through the SAG's allocation process of formula grant funds, many communities support programs that have the potential to impact the deinstitutionalization of status offenders.

#### **B. Plan for Separation of Juveniles from Adult Offenders**

Iowa has been found to be in compliance with Section (a) (13) of the JJDP Act. The State of Iowa has historically had a same number of non-compliant holds. These non-compliant holds have historically been isolated instances, and have not indicated a pattern or practice. These non-compliant holds are in violation of Iowa Code Section 356.3. Iowa does not certify youth as adults to circumvent the separation mandate. Strict guidelines for waiver of youth to adult criminal court and separation requirements for youth held in jails/lockups exist in Iowa Code Sections 232.22, 232.45, 232.45A and 356.3.

#### **C. Plan for Removal of Juveniles from Adult Jails and Lockups**

Iowa is in full compliance with Section 223 (a) (14) of the JJDP Act. The plans to reduce jail removal violations and maintain compliance with the jail removal mandate of the JJDP Act have involved intensified monitoring and development of alternatives. The plan continues to be effective. In December of 1992, CJJP staff began training presentations at Iowa's Law Enforcement Academy regarding the JJDP Act mandates, relevant state statutes and jail alternatives. These trainings have grown to include presentations at the Sheriff and Deputy's Association Training, the Jail Administrator's Training and specialized trainings at county jails. The CJJP staff will continue to make such presentations as requested by these professional organizations or by facilities. CJJP also continues to work with the State Jail Inspector to identify and reduce violations. Finally, CJJP continues to work with the state legislature and juvenile justice policy makers on any proposed changes in policies and procedures relating to Iowa's participation in the JJDP Act.

#### **D. Plan for Compliance Monitoring**

Below are listed details of Iowa's monitoring plan. Discussion is provided in each of the subheadings to explain Iowa's monitoring process.

##### **1. Identification of the Monitoring Universe**

Identification of the monitoring universe for the jail removal mandate is completed utilizing lists provided from the State Jail Inspector's Office of the Iowa Department of Corrections (DOC). That department is statutorily required to inspect state jails/lockups. Iowa's guidelines for non-secure juvenile holdovers are also detailed in DOC administrative rules. CJJP staff maintains regular contact with the Jail Inspector's Office to keep jail/lockup monitoring lists updated. The State Jail Inspector's Office does have the capability to close jail/lockup facilities.

The SPA also works closely with DHS to identify and monitor other secure facilities that can hold juveniles.

To determine if Iowa has Native American tribes with law enforcement capabilities CJJP contacts Martin Hansford of the Bureau of Indian Affairs District 1 Office, 115 4<sup>th</sup> SE, Aberdeen, SD 57501, phone (605) 226-7347. According to that office Iowa has no tribe located in the state's boundaries that provide law enforcement capabilities for residential areas. However, two tribes located in Nebraska operate casinos in Iowa, and provide security at their respective casinos. These tribes do not provide law enforcement for any residential areas in the State of Iowa. Iowa's tribes are presently covered under Public Law 280 which allows them to utilize other law enforcement assistance as provided by state, county or city entities.

Iowa's Department of Human Services is the licensing agency for residential facilities and other out-of-home placements for youth (i.e., juvenile detention facilities, State Training School, group foster care, State Mental Health Institutions, etc.). Monitoring lists are provided from that department.

## **2. Classifications of Facilities**

The State Jail Inspector's Office has a process which facilities must utilize in order to be certified to hold juveniles. That certification document differentiates those facilities that 1) can not provide sight and sound separation and thus are not certified to detain youth, 2) through administrative processes choose not to hold youth, and 3) can provide sight and sound separation and become certified to hold youth. Certification documents are provided to CJJP for all inspected facilities. The Iowa State Code and administrative rules provide licensure requirements for both secure and non-secure facilities for youth. Those same requirements prohibit 1) the placement of status and non-offender youth in secure juvenile facilities and 2) the placement of adult criminal offenders in secure juvenile facilities. Iowa's Department of Inspections and Appeals (DIA), which is the licensing agent for the Department of Human Services, assist in assuring that facilities comply with the Iowa State Code and administrative rules. CJJP maintains regular correspondence with DIA.

## **3. Inspection of Facilities**

The State Jail Inspector's Office certifies all state jails/lockups to hold youth. Authority to inspect these facilities is granted by Chapter 291-50.4 (356,356A) of the Administrative Code. As was mentioned previously, copies of the inspection report document utilized to certify facilities to hold youth are provided to CJJP.

The Department of Inspections and Appeals routinely inspects secure and non-secure juvenile facilities. The inspections involve a physical inspection of the facility, interviews with staff and children, review of facility records, etc. The Department of Inspections and Appeals provides information to the Department of Human Services which then licenses facilities. Inspections and Appeals routinely shares information with CJJP on facilities which could potentially be violating the mandates of the JJDP Act.

## **4. Data Collection and Verification**

The State Jail Inspector's Office and CJJP collect data on all youth securely held in jails and lockups. That data is maintained and analyzed by CJJP through a variety of software packages. Hard copy data is also maintained. That data is collected on at least a quarterly basis.

During state fiscal year 1992 CJJP established a database containing information for all youth held in juvenile detention facilities. Data had historically been collected from the detention facilities to determine if holds were being done compliant with the mandates of the JJDP Act. Present data collection activities provide CJJP with name, age, committing offenses, legal status, disposition, etc. on all youth held in juvenile detention facilities. CJJP now routinely receives hard copy data from each of Iowa's ten juvenile detention facilities, which is then loaded, sorted and analyzed utilizing a variety of software packages. That data is received on a quarterly basis. CJJP receives similar types of data for youth held in the State Training School and in-patient holds at state mental health institutes.

*Role of the State Advisory Group*-One of the primary functions of Iowa's SAG in monitoring for the JJDP Act involves the SAG's grant committee. That committee reviews and approves applications for formula grant funding which are submitted utilizing a competitive RFP process. The RFP will include funding categories concerning compliance with the JJDP Act and community collaboration/support. The application and review process assists in keeping council members informed of present issues and programmatic responses associated with maintaining compliance with the JJDP Act. The SAG also receives updates on the status of Iowa's monitoring visits and the

compliance with the JJDP Act. Those updates include discussions on the compliance monitoring report, CJJP planning reports, legislative issues, training, etc.

Throughout the summer and fall of 1999 the SAG assisted in designing the concept for the community allocation process (see "Program Plan" - Issue One). That process will move a portion of JJDP Act formula grant funds to local planning entities (Decats). It is envisioned that increasing amounts of formula grant funding will be provided to local Decats (with SAG input and approval) throughout the implementation of this three year plan. The SAG will be integral in determining how the JJDP Act funding can be utilized to assist local Decats in the type of program that will help Iowa remain in compliance.

## E. Plan for DMC

### 1. States Overall Approach for Reducing DMC

The states overall approach for reducing DMC is discussed below in this section of the report under number eight. That section explains the overall function of Iowa's DMC Committee, which is a Committee of the SAG, and is staffed by the SPA.

### 2. Most Recent Data for DMC Identification

Included in this section is a discussion of Iowa's Phase I & II Matrices (see Appendix F). The Phase I Matrices were utilized in prior years as approaches were developed and targeted for the DMC Diversion effort and the DMC Resource Center concept, and those efforts are discussed in greater detail in sections seven and eight below.

The Matrices overall function is to assist states in identifying the extent to which youth of color are overrepresented either in various settings (i.e. juvenile detention, state training schools, shelter, or group care) or at various court decision making points (number of complaints, adjudications, dispositions, etc.). The Matrices compare the population of youth of color in a given setting or given decision point, to the percentage that youth of color comprise in the general population. An "index" provides a numerical value based on the extent to which youth of color are overrepresented. The formula to calculate an "index" is as listed in the below example.

<b>% of Minority Youth Detained</b>	<b>divided by</b>	<b>% of Minority Youth in General Population</b>	<b>=</b>	<b>Index</b>
28%	divided by	8%	=	3.5

The example demonstrates that the "index" for minority youth in the setting of juvenile detention is 3.5. Essentially youth of color are held in detention at a percentage that is 3.5 times as high as the percentage they comprise in the general population. Youth of color are "overrepresented" in the setting of juvenile detention.

*Phase I Matrices* - DMC Phase I matrices were completed for a state wide population and also for five counties with some of the states highest minority populations (see Appendix F). The Phase I matrices allow states to identify the extent of overrepresentation in a variety of secure settings. The following conclusions are provided regarding the matrices.

- Statewide youth of color are overrepresented in all categories.
- Most secure holds for youth take place in juvenile detention facilities.
- Youth of color have the highest index for holds in adult jails. Most of those holds are for youth under adult court jurisdiction.
- Five counties (Black Hawk, Linn, Polk, Scott, and Woodbury) account for almost two thirds of the juvenile detention facility and 62% of the boys state training school holds in Iowa for minority youth. Iowa has maintained a strategy to target its DMC Resource Center efforts in those and other counties with significant minority populations.
- In statewide holds, youth of color are significantly overrepresented in juvenile correctional facility holds (overall numbers of holds in that setting are low).
- Although the number of youth held in juvenile correctional facilities are low, in the five counties examined the lowest percentage of youth in that setting was 27% - the highest percentage held was 53%.

The DMC Committee and the SAG will continue to monitor Phase I matrices in upcoming and future years.

*Phase II Matrices* – Information to complete the Phase II matrices was taken from Iowa’s Justice Data Warehouse (JDW). The Phase II matrices allow states to identify the extent of overrepresentation at a variety of court decision-making stages. JDW is a central repository of key criminal and juvenile justice information. Information for the warehouse is taken from the Iowa Court Information System (ICIS). ICIS is operated on 100 local data bases and is comprised of the following subsystems: juvenile court services, consolidated case processing, financial reporting, jury selection, appellate records management, scheduling, tickler system administration, etc. The overall mission of the Justice Data Warehouse is to provide the judicial, legislative and executive branches of State Government, and other entities, with improved statistical and decision support information pertaining to justice system activities. In the future, data from Corrections, Public Safety, and other sources will be added to the Justice Data Warehouse and linked so more complete information about criminal and juvenile justice issues can be accessed from one central place.

The SPA has concluded work on a Justice Research and Statistics Association (JRSA) grant. The project assisted in providing information to enhance Iowa’s assessment and monitoring capabilities for the JJDP Act’s DMC core requirement. Over the past two years the SPA has worked with a juvenile court services committee (The ICIS User Group) and Iowa’s Chief Juvenile Court Officers to create agreed upon procedures for data entry and analysis. Juvenile court officials have also provided feedback on design for a variety of standardized reports. The activities associated with the JRSA grant have enhanced Iowa’s ability to provide juvenile court processing monitoring information that is being used for completion of OJJDP’s DMC Phase II Matrix. *Over the upcoming year the SPA and the DMC Committee will be considering the potential use of a variety of JDW information. The DMC Committee will seek to decide whether the information available will allow for Iowa to re-visit its early Phase I & II identification and assessment efforts.*

For purposes of administration relating to Iowa’s court system, Iowa’s 99 counties are organized into eight judicial districts. Presently all eight judicial district are inputting and utilizing information from the ICIS system. Information from each of those districts is available for analysis from the SPA’s JDW.

*The DMC Phase II matrices included with this plan include data from four of Iowa’s eight judicial districts (1<sup>st</sup>, 2<sup>nd</sup>, 4<sup>th</sup>, and 6<sup>th</sup>). The SPA is still reconciling numbers generated at the state-level through JDW with those maintained in the other four local judicial districts. The SPA believes the discrepancies may be caused by the need for additional training at the state and local level regarding analysis, access, and input of data; and a potential lack or inconsistency in data entry at the local level.*

The SAG will continue discussions with local officials, particularly in those judicial districts where additional data verification is necessary, to determine if any additional training or technical assistance is needed. Iowa’s SAG has indicated an interest to utilize SAG planning funds to assist with training issues for local officials related to ICIS.

Additionally, the SPA completed Phase II matrices for two individual counties (Black Hawk and Linn) with some of Iowa’s highest minority populations. For the reasons indicated above, information was not available for some of Iowa’s other counties with high minority populations. *Additionally, for completion of this report data was not available broken down by race at the county level for some of the service settings (group care, shelter care, commitment to private agencies).*

Remarks regarding the Phase II Matrices are provided below.

- The “combined district” matrix reflects that youth of color are overrepresented at all of the decision-making stages.
- In the combined district matrix youth of color have the highest index (excluding commitment to secure facility) at the decision making stage of “prosecuted” (petition filed).
- Youth of color have the lowest index rating at the decision making state of diversion (informal adjustment).
- In the individual counties and at the combined judicial district level the index rating was lower at disposition than at the decision making stage of prosecuted (petition filed).

The information provided from the Phase II matrix is one of the first major products produced from JDW. As the above narrative reflects, JDW will be an integral tool as Iowa continues its efforts to impact DMC.

### 3. Plan if Insufficient Data Exists

Sufficient data exists for Phase I Matrix. See above plan regarding Phase II matrices.

### 4. Findings and Recommendations of the Most Recent DMC

#### Assessment Study

*Extensive Assessment Efforts* -In the early 90's Iowa applied for and was one of five states that received a discretionary grant from OJJDP. The SAG and SPA used the discretionary funding to move the state through the Phase I process of determining the extent of overrepresentation and to develop its approach for reducing DMC. Activities included: studying select court records and court processing, interviewing court decision makers, and youth, enhancing the state's ability to gather information related to court decision making and secure holds, conducting town meetings, maintaining a DMC task force, etc. All of the identification and assessment efforts were summarized in a report "A Description and Discussion of Minority Overrepresentation in Iowa's Juvenile Justice System" which was submitted to OJJDP in June 1993.

Clearly the main implication of the report was that the responses appropriate to reduce DMC in one community may not be appropriate or effective in another community. The report emphasizes that communities attempting to address minority overrepresentation need to develop localized responses that take into consideration the unique characteristics of their general population, their juvenile justice and service system client make-up and the current nature and condition of their decision-making practices, services system, education system, and other community resources.

*Summary Information from Phase I & II research* - As the above information reflects, Iowa has conducted a fairly extensive identification, assessment, and implementation efforts related to the issue of DMC. Key findings from those efforts reflect:

- Minority youth are disproportionately over-represented.
- There is a need to engage and reengage "communities" of color in local planning processes to impact on the system and services for "youth and families" of color.
- There is a desire and interest by local officials to receive "best practices" information relating to local programming that can impact DMC.
- Race is a factor contributing to overrepresentation:
- Subtle/unintentional bias, not blatant racism, is the problem.
- Effect of race on decision-making varied by race, community and the stage of juvenile court processing.
- Eliminating race bias in juvenile court processing, alone, will not eliminate overrepresentation. Overrepresentation in the system is largely due to legal factors, and social and community situations outside the system.
- There is little minority input in the development of system policies and programs.
- There is an ongoing need for technical assistance to communities and their local planning entities to assist efforts to impact DMC.
- Efforts to impact DMC must include a focus to reduce the percentages of minority youth being held in secure settings.

### 5. Intervention Strategies Based on Most Recent Intervention Strategy

Iowa strategies are as listed below:

- Iowa's minority population is focused primarily in a few jurisdictions. Efforts to impact DMC should be focused at those jurisdictions.
- Given the need for ongoing DMC technical assistance, Iowa will utilize resources to insure that assistance is provided to sites with high minority populations.
- To specifically impact DMC resources must be focused at a diversion intervention in a specific jurisdiction.
- Given the complex nature of DMC there is a need on an ongoing basis to share specific information regarding the issue.

### 6. State's Accomplishments in Addressing DMC Prior to FY 2002

*Early Identification Efforts* - In the late 1980's Iowa first completed its DMC matrixes. The process of completing the matrices revealed that 1) Iowa had a problem with overrepresentation, and 2) that there was inadequate

information to fully discern the extent of that overrepresentation. The matrices have been updated and are included in Appendix F. Discussion regarding the updated Phase I & 2 matrices is included under number two above.

*Jane Boyd* - The above mentioned 1993 report suggests that one of the most important resources to reduce DMC is the community itself. As a result, the SPA utilized OJJDP discretionary funding to initiate a demonstration community project. A competitive application process awarded \$150,000 in discretionary funds and \$150,000 in formula grant funds to Jane Boyd Community House in Cedar Rapids. One of the main focuses of that grant involved cross-referencing 100 cases for families of color which were served by a variety of agencies. The goal was to develop a joint case plan to coordinate services provided to youth of color and their families.

*Local Planning Grants* - The demonstration project helped illustrate that communities themselves can help impact on DMC. The approach also seemed to reflect an ongoing need for communities to “plan” for the issue of DMC. Indeed, as part of Iowa’s Phase II approach, four other communities were awarded \$10,000 grants to plan locally to impact DMC, and also to search for avenues to keep their DMC efforts moving forward.

*DMC Coordinator* - Through its participation in the discretionary funding process, the SPA and the SAG identified the need for a staff position to assist with a variety of state and local activities related to DMC. A DMC Coordinator, Jelani Kafela, was hired in February 1994 to provide training to state and local officials. Mr. Kafela assistance was particularly useful in helping local officials with planning and program development relative to DMC. Mr. Kafela resigned in 1997.

*ISU Extension* - In late 1999 thru early 2001 the SAG contracted with Iowa State University Extension (ISU Extension) to begin a DMC Resource Center Concept. For a variety of reasons the SPA, SAG, and DMC Committee terminated the contract with ISU Extension. The effort with ISU Extension did help better define some of the ongoing needs related to DMC which include: assisting local officials with planning and programmatic issues related to DMC, training for state and local officials, and a generalized need for information related to DMC.

*Other JJDP Act Formula Grant Funded Programming* - The SPA and the SAG funded a wide variety of DMC related programming throughout the 1990’s. The programs funded included: neighborhood empowerment, after school, rites of passage, violence or substance abuse related curriculums, mentoring, counseling, vocational, community planning, etc.

## **7. Activities Implemented Last Year (2002)**

The major activities that Iowa implemented in 2002 are ongoing for the years of 2003 through 2005. Those activities are discussed in detail below in number 8.

## **8. Planned Activities for FY 2003-2005**

*Present Efforts to Impact DMC* – Listed below is an overview of Iowa’s existing efforts to impact DMC. The activities outlined below have been approved by the DMC Committee and the SAG. A summary is provided of the prior years accomplishment/activity. *Those areas in italics represent activity for the upcoming year.*

*DMC Resource Center* - As is reflected in the “Program Description Section” of this report, Iowa’s DMC resource center is providing technical assistance to state and local officials related to community planning and policy analysis. The Resource Center has worked at varying levels with six Decat projects or other local planning entities to enhance their local planning and policy efforts related to DMC (Black Hawk, Hamilton/Humboldt/Wright, Muscatine, Polk, Scott, and Woodbury Counties). All have fairly high minority populations and significant overrepresentation of minority youth in secure facilities. The Resource Center work with local Decats or other planning entities has included: a) advocacy to engage minority communities in local planning efforts, b) planning assistance with the collection and analysis of data, c) utilization of local planning processes for the identification and prioritization of local needs relative to DMC, d) identification of potential resources to meet DMC needs, e) planning and policy development that details efforts to impact DMC, and f) training for selected local audiences. *Over the upcoming year the Resource will continue its work with the six sites and they will base that effort on what has been learned in site work over the first year of operation. The Resource Center worked with local sites to*

*craft action plans for calendar 2003. The SAG has approved \$95,000 in FY 2003 JJDP Act formula grant funding for ongoing support of the Resource Center.*

- *DMC Conference* - In November 2002 the Resource Center provided Iowa's first state DMC Conference, "Investing In Iowa's Youth, Investing In Iowa's Future". A total of 224 persons attended the conference and the audience included leaders from minority groups, Juvenile Court Services, the Department of Human Services, schools, local planners, private providers, judges, elected officials, early childhood advocates, etc. The event has assisted in mobilizing efforts related to Iowa's DMC Initiative. The conference heightened community awareness on the issues of DMC, and provided information related to best practices for programming and policies for minority youth.
  - ✓ Three key agenda items at the conference were presentations from OJJDP staff (Heidi Hsia) and technical assistance consultants (William Feyerherm Ph.D. – Portland and Judge Ernestine Gray – Louisiana). The OJJDP assistance helped provide a national perspective on the issue of DMC and best practices information for court and local officials. The OJJDP assistance was a key in boosting attendance at the conference, particularly for representatives from Juvenile Court Services (Iowa's Juvenile Probation offices). A subgroup of the DMC committee worked with the Resource Center to plan the conference. *The Resource Center is working with the DMC Committee to plan a second DMC conference for the upcoming year.*
- *DMC Website* - DMC Resource Center staff also initiated a DMC website (<http://www.uiowa.edu/~nrcfcp/>). The site contains a variety of information relative to DMC including: the Resource Center's technical assistance effort, research and information, information about Iowa's DMC Committee, etc. The site is linked to OJJDP's website. The website is being viewed as a vehicle to increase awareness of select audiences relative to the issue of DMC. The website has proved a helpful vehicle to share information regarding DMC. *The Resource Center will continue to update the DMC Website with relevant information during the upcoming year.*

*DMC Diversion Effort* – In July of 2002 Iowa initiated its DMC Diversion effort with Polk County. The diversion effort has been supported with feedback and participation from the DMC Committee, SAG, SPA, and OJJDP staff (Heidi Hsia). Key components of the project include:

- *Detention Utilization Review Team*- the review team has been meeting weekly since July of 2002 and meets specifically to determine which youth admitted to detention can be diverted to various community based alternatives. Membership on the committee included the representatives from county attorney's office, Juvenile Court Services, juvenile detention, the schools, private providers, etc.
- *Diversion Programming* – Grant funding is supporting two diversion alternatives (tracking and monitoring and community service). Polk County is also utilizing or planning the use of a variety of other alternatives including shelter care, mentoring, school based services, intensive family foster care, aftercare, etc.
- *Implementation Support* - Assistance to implement the DMC effort is being provided by the local Decat project. Polk County Decat is a major planner/facilitator for the County's juvenile justice/child welfare initiatives. Decat's contribution for this DMC effort has included: staff support for the Detention Utilization Review Team and the other many related meetings, grants administration and funding oversight, data collection and review, participation in the state-level DMC Committee, etc. Given the comprehensive nature of the local effort, the Decat support is being viewed as critical.
- *DMC Advisory Committee* – A local advisory Committee has met a number of times in recent months to help provide general planning/direction for the local effort.
- *Special Technical Assistance* - In August of 2002 OJJDP Technical Assistance consultant, Randy Thomas, made an on-site visit with Polk County officials. Polk County has viewed the assistance and the follow-up report as an essential component of their implementation efforts. Mr. Thomas' assistance and follow-up report provided specific recommendations regarding the projects planning structure, policy and program implementation, results and outcome analysis, data collection, etc. Polk County officials have continued consultation discussions with Mr. Thomas. The follow-up report was shared as well with Iowa's DMC Committee. Polk County officials have also had an on/site technical assistance visit from a program official (Jim Stegmiller) from Multnomah County in Portland, Oregon. The assistance was viewed as critical. *It is anticipated that the DMC Diversion effort will continue the major activities outlined above in the upcoming year. Polk County officials indicate that risk assessment in their number one priority for the upcoming year. The SAG has approved \$80,000 in funding for its ongoing support.*



*DMC Committee* – Iowa continues to maintain an active DMC Committee. The group has met approximately every other month for the past two years. The group includes members of the minority community, a broad base of juvenile justice system related staff, local planners, researchers, community activists, etc. The DMC Committee is a subgroup of the SAG and has oversight of all the DMC related activities of the SAG. The SPA provides the staff support for Iowa's DMC Committee. The DMC Committee has assisted in the planning and implementation of the DMC Resource Center and DMC Diversion efforts. The Committee was also involved in the planning of Iowa's first DMC Conference in November 2002. *The DMC Committee will continue to provide oversight for the major activities of Iowa's DMC effort in the upcoming year. The DMC Committee has identified a variety of other potential activities in the upcoming and future years (i.e. update DMC Assessments, utilization of various DMC related data, prevention activities, engagement of youth of color, media releases/articles/opinions/position papers, monitoring of state legislative activities, educational or position papers, work with grassroots communities, etc.). The DMC Committee will prioritize action for these and other potential activities over the upcoming year.*

- A subgroup of the DMC Committee worked during the past year to produce a letter to the editor. The letter was designed to increase awareness regarding the issue of DMC, but more specifically to provide potential solutions to empower local communities. A number of local newspapers printed the letter. The DMC Committee, the SPA and the Resource Center additionally produced a number of promotional articles for November 2002 DMC Conference. Finally, the DMC Committee and the Resource Center worked together to create an informational DMC pamphlet which describes the federal DMC requirement and some of the major implementation activities associated with Iowa's DMC effort. *The DMC Committee will continue to develop strategies to develop key messages to share with select audiences.*

*Community Allocation Process* - As described earlier in the “three year program plan” section of this report, the SAG and the SPA are now in the third year of a process that utilizes a significant portion of JJDP Act Title II and V funds, enforcing underage drinking funds, and JAIBG funds through a community allocation process. The funds are allocated to local Decat Governance boards. Through the Decat process communities are allowed to prioritize funding to locally impact those child welfare/juvenile justice issues of greatest importance. Some of the types of programming funded through the local allocation process with the potential to impact DMC include local conferences, substance abuse prevention activities, after school or summer school programs, specialized curriculum, tracking and monitoring, school based liaisons, day treatment, aftercare, etc. The allocation process has helped move decision making to the local level – where it is believed that there is ultimately the greatest potential for impacting DMC. A vital role for the SPA staff and the DMC Resource Center will be to serve as a resource to assist local planning entities with information, training, local planning tools, programmatic information etc. *Over the upcoming year the SPA will continue to provide information regarding the allocation process to the DMC Committee. The SPA will also work with the DMC Resource Center to consider ways that they can assist the local planning and programming taking place with the allocation process.*

*JJDP Act Secure Facility Compliance Monitoring* - A significant part of Iowa's compliance monitoring for the JJDP Act DMC requirement relates to its secure facility monitoring for other JJDP Act requirements such as jail removal, sight and sound separation, and deinstitutionalization of status offenders. As was described earlier in this report, the SPA has a fairly extensive compliance monitoring system. Virtually all of the state's compliance monitoring information is collected by race. *Iowa will continue to maintain that system.*

## **9. Description of Designated Resources**

As discussion in number eight above reflects, two projects will be supported with FY 03 JJDP Act formula grant funding (\$80,000 for the DMC Diversion Effort and \$95,000 for the DMC Resource Center effort). SAG staff provide the primary staff support for Iowa's DMC effort – specifically Iowa's DMC Committee – that support will continue. SAG staff have also worked fairly closely with the DMC Diversion effort – that support will continue over the upcoming year as well. DMC Resource Center staff provide support to local DMC TA sites, and also to some of the efforts of the DMC Committee.

## 4. Program Descriptions

### ISSUE ONE: PROMOTING PREVENTION AND YOUTH DEVELOPMENT & ASSISTING LOCAL PLANNING

**Standard Program Title and Area:** Juvenile Justice System Improvement - 19

**State Program Designator:** Assigned With the Allocation of Funds

**Program Problem Statement:**

There are more than a half million school-age youth, ages 6 – 17, in the state of Iowa. Most are doing well; but, as the Crime Analysis section of this report reflects, some do not have the advantages of safe and supportive families and communities. Too many youth are engaging in unhealthy and dangerous behaviors and are doing poorly academically, socially, and emotionally. If Iowa is to maintain safe and caring communities and make progress on a variety of youth-related issues, including delinquency, disproportionate minority confinement, substance abuse and the academic achievement gap, it is essential to invest in programs that address the causes of crime and violence and stress protection rather than restoration.

At the same time there has been a positive trend in Iowa to provide services for delinquent and non-delinquent youth in their community. The move of funding, services and decision making to the local level has greatly increased the need for community planning. Communities need training and technical assistance to deal with the various aspects of planning including: engagement, mobilization, data collection, resource assessment, plan development, implementation etc. The local skills that are necessary for community planning are “trainable” and have practical application for multiple uses - the sophistication level in local planning processes varies by community.

Local officials vocalize frustration over the need to go through similar planning processes for different state agencies (SPA, Health, Human Services, Education, Workforce Development, Early Childhood, etc.) that have separate requirements. Locals speak of the need for state officials to coordinate application and reporting requirements. The challenge at a local level is coordinating the various requirements of these multiple prevention and planning initiatives - it could be greatly aided with a common understanding of youth development.

The SAG and SPA are particularly interested in coordinated local planning and prevention service provision for court involved youth. There is also recognition that the most effective policies and programs are those that comprehensively address the full range of developmental needs of youth. Research has demonstrated that investments in youth development and prevention-oriented strategies return multiple dividends in reduced demand for more costly services and sanctions and greater likelihood of school success, employability and economic productivity. Indeed, a recent study of youth development by the National Academy of Sciences concluded that youth who experience a variety of developmental opportunities in their communities are at less risk and show evidence of higher rates of positive development.

With the exception of education, state resources for youth programs are concentrated primarily in services that respond to problems after they occur. While these are necessary and important programs, they represent only a portion of the continuum of services, opportunities and supports that are critical to ensuring the positive development of all youth. In order to reverse the increasing demand for costly, high-end services and sanctions that are designed to respond to problems, it is critical to invest in prevention and youth development programs and strategies that have proven effective in improving outcomes for youth and reducing problem behaviors. Similarly, services and sanctions for system-involved youth must be directly linked to their developmental needs in order to be effective.

Provided immediately below is a list of some of the major efforts the SAG and SPA has underway related to prevention and youth development.

*Child Welfare/Juvenile Justice Youth Development Allocation* - Fiscal year 2003 (October 2002 – September 2003) is the third year for the SAG and SPA to fund Iowa's Juvenile Justice Youth Development (JJYD) initiative. The effort allocates (based on a child population formula) federal JJDP Act Title II and V funds, JAIBG funds, and

Enforcing Underage Drinking Laws (EUDL) funds to local officials – Decats (Decat is administered at the state level by DHS and is described under the “Description of System” section of this report). During fiscal year 2001 the SPA worked with the DHS to develop and implement a merged application which is available on-line (<http://www.cjip-egrant.org/>). *The SAG has approved the use of \$294,000 in formula grant funding from this 2003 three year plan for the effort.*

*Annual Summer School For Helping Professionals* – Each year the SAG supports a training with other state agency to educate local officials (juvenile justice system personal, local planners, court officials, Department of Human Services, Public Health, Schools, and others) regarding various juvenile justice system issues. Specific course work will be offered this year regarding youth development and prevention, as has been the case in previous years. *The SAG has approved the use of \$15,300 in formula grant funding (and \$4,700 in SAG funds) from this 2003 three-year-plan for the effort.*

*Loss of Community Grant Funding* - As was reported in the 2001 and 2002 plan updates, Iowa experienced a 55% cut to the Community Grant fund (from \$1.6 million to \$725,000) during the 2001 Legislative Session as a result of revenue shortfalls. The program was eliminated in the 2002 legislative session. The net effect of the cut was a reduction of the total amount of prevention funding available to local Decats (JJDP Act Title II & V funds are the other sources of prevention funding provided – a number of communities utilize EUDL allocation funding for substance abuse prevention activities.).

*Technical Assistance* - A number of local Decats have recognized needs to enhance their community planning process. They are seeking assistance with training local officials on potential planning models, mobilizing key leaders and planning officials, enhancing their ability to perform localized assessment, and developing a comprehensive plan that can be utilized for a variety of purposes. The SPA, DHS, and federal technical assistance providers from OJJDP have worked specifically with a number of Iowa Decats to assist with such needs. *It is anticipated that additional Decats will seek specialized technical assistance for planning from OJJDP.*

*Informational Efforts* – The SAG and SPA are presently developing a plan to strategically share information on a variety of juvenile justice related issues. They have developed a Policy Statement related to prevention and youth development which has been shared with state legislators (see Appendix C). The paper represents an attempt by the SAG to impact policy regarding prevention and youth development issues. *SAG planning regarding their information sharing initiative will continue over the upcoming year.*

*Iowa Youth Survey* - The Iowa Youth Survey was conducted in the fall of 2002. Every three years youth in 6<sup>th</sup>, 8<sup>th</sup>, and 11<sup>th</sup> grades in both public and private Iowa schools are surveyed. Surveys were completed in 349 of Iowa's 371 public school districts (94.1%) and in a minimum of 49 of 178 private schools (27.5%). A total of 96,971 public and private school students across the state completed the IYS, with each county represented by at least 170 students, except Wayne County. The Youth Survey is conducted as part of a collaborative effort between the SAG, the Departments of Education, Health, Workforce Development, the Iowa Governor's Office of Drug Control Policy, the Iowa Consortium for Substance Abuse Research, and the Higher Plain, Inc. Information from the youth survey was provided throughout this report.

*Iowa Collaboration for Youth Development* - Lastly, Iowa's Collaboration for Youth Development (ICYD) continues to meet and continues to impact state and local efforts related to youth development. Its membership is comprised of state agency staff, representatives from communities and local youth serving programs and many others. The present major activities of ICYD include the following:

*Youth Involvement Committee* - Engagement of Youth in a Youth Involvement Committee which has for its third year held ICN forums on various youth issues, helped in updating a youth leadership guide “Leadership Development Opportunities: A Guide for Youth” (website: <http://www.icyd.org/LeadershipGuide.pdf>), participated in the Committee Structure of the ICYD.

*Youth Development Leadership Training* - Working with Iowa State University 4H Extension services to continue providing regional leadership training on the concepts of youth development to state and local officials.

*State Agency Work Group* - Facilitation of a State Agency Work Group that seeks to coordinate some of the planning and policy requirements of a variety of state agency's (SPA, Health, Human Services, Education, Workforce Development, Empowerment/early childhood, etc.). The group has done some fairly extensive work with a local pilot site related to coordinating a variety of local needs assessment functions.

ICYD.Org - Maintenance of a website that contains information on a variety of Youth Development related activities (<http://www.icyd.org/>).

**Program Goal:**

- 1) Work toward the adoption of a consistent state youth policy based on prevention, positive youth development and results accountability.

Program Objectives and Performance Indicators:

- A) The SAG and the SPA will continue a process to allocate formula grant dollars to local Decat initiatives utilizing youth development as the vehicle to plan a local continuum of services ranging from prevention to sanction.

*Performance Indicators:*

- (1) Administrative and financial reports provided by SPA to SAG that document performance of local Decats.
- (2) Correspondence to document process to coordinate with state DHS officials to continue allocation and expenditure of funding to local Decats.
- (3) Document community planning training and technical assistance to local Decat officials, private providers, and representatives from local units of governments, etc. to enhance planning capabilities.
- (4) Copies of progress reports and other reporting and administrative materials provided by local Decats.

- B) Identify opportunities for increasing meaningful involvement of youth in state policy-making.

*Performance Indicators:*

- (1) Document youth participation in SAG activities.
- (2) Documentation of process for youth recognition.
- (3) Documentation of coordination activities related to youth involvement between SAG and ICYD.
- (4) Documentation of courses provided at the Annual Summer School for Helping Professionals related to youth involvement/engagement.

- C) Identify opportunities to educate key audiences regarding the benefits of prevention and youth development.

*Performance Indicators*

- (1) Documentation of plan developed to share information.
- (2) Documentation of efforts by SAG to coordinate activities with other entities: (Coalition for Children and Families of Iowa, State School Board, Law Enforcement and Social Worker Associations, other state agencies; legislature, etc.).
- (3) Documentation of materials provided to select audiences.

- D) Continue efforts to facilitate an "Iowa Youth Development Policy" for planning and programming among the various audiences (legislature, state agencies, advocacy groups, communities, etc) on issues related to prevention and youth development.

*Performance Indicators:*

- (1) Document of policy change related to youth development.
- (2) Document common data or management information systems, joint planning, and joint or coordinated funding processes for youth services.
- (3) Document efforts by communities to develop integrated youth service plans and single application for support, as well as recommended appropriate action for state agencies.

**Program Goal:**

- 2) Build the capacity of local communities to use a prevention and youth development approach in providing youth services.

Program Objectives and Performance Indicators

- A) Increase awareness and understanding of prevention and youth development approaches among youth serving agencies operating at the community level through development and support of training and technical assistance opportunities.

*Performance Indicators:*

- (1) Documentation of efforts to assist communities apply a youth development approach in the delivery of youth services and in creating opportunities for youth empowerment.
- (2) Document information sharing training and technical assistance, the use of the ICN, creation of a web page, etc.

- B) Increase specialized training and technical assistance opportunities for local community planning efforts.

*Performance Indicators:*

- (1) Document visits to local sites to provide training and technical assistance.
- (2) Provide prevention and youth development training at the Annual Summer School for Helping Professionals.

- C) Incorporate a youth development approach into guidance on State initiatives that allow planning and implementation of youth programs to be determined at the local level.

*Performance Indicators:*

- (1) Document the coordination of the participating state agencies participating on the Youth Development State Collaboration to ensure that a youth development approach is included in any state guidelines or requirements as appropriate.
- (2) Documentation of the participation of state agencies efforts to work with local sites in a coordinate approach to integrate the principles of prevention and youth development.

- D) Promote increased opportunities for youth involvement at the local level.

*Performance Indicators:*

- (1) Document technical assistance and state programs that encourage creation of local youth advisory boards and other new opportunities for youth involvement.
- (2) Develop a plan to support youth involvement in the planning, governance, evaluation and delivery of youth services.

**Summary of Activities Planned and Services to Be Provided:**

- 1) The SAG and the SPA will continue efforts to implement its allocation process and will assist in providing training and technical assistance to local officials.
- 2) The SAG and the SPA will seek to educate key audiences regarding the benefits of prevention and youth development.
- 3) The SAG and the SPA will continue to fund Iowa's Annual Summer School for Helping Professionals
- 4) The SAG will seek to impact state and local policy regarding the issues of prevention and youth development.
- 5) The SAG and the SPA will coordinate with ICYD to involve youth in policy making efforts.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY03	\$0	\$0
FY04	\$309,300	\$0
FY05	\$0	\$0

## ISSUE TWO: TREATMENT AND ASSESSEMENT OF MENTALLY ILL YOUTH

**Standard Program Title and Area:** Mental Health Services - 20

**State Program Designator:** Assigned With the Allocation of Funds

### **Program Problem Statement:**

Iowa's Mental Health Access Plan (MHAP) operates with a managed care organization providing the management of the program. The intent of the program is to expand the access and range of appropriate mental health services and to help contain federal, state and county expenditures for mental health services. Mental Health services provided include: inpatient, partial hospitalization, day treatment, residential, intensive outpatient, outpatient (individual, marital and family, group), crisis intervention, targeted case management, mobile treatment.

A requirement to access some of the various services of the MHAP system is a diagnosis of the mental health problems for the persons involved - the diagnosis is necessary to engage the system. System officials indicate the process creates access issues for delinquent youth, who because of justice system involvement, may not have a mental health diagnosis or simply be diagnosed youth presenting acting-out or violent behavior that cause them to be placed in the Juvenile Justice system because the behavioral aspects of their treatment "override" the mental health issues.

The SPA and the SAG identified a number of specific issues relative to mental health in their analysis process for the development of this plan. They include:

- Duration of services in a mental health or hospital setting especially for delinquent youth.
- The ability to serve delinquent youth with mental health issues in typical residential, institutional or community based settings.
- Inability to use federal Medicaid funding for eligible recipients being held in county operated juvenile detention facilities or state operated training schools (such mental health costs must presently be paid either by the county, the state or the youth's family).

### **Program Goal:**

To learn more about the mental health issues of youth involved in the juvenile justice system; provide support for these issues through the establishment of the "Mental Health Issues in Detention/Shelter" sub-committee of the JJAC; and continue to advocate for identified changes in the mental health system to enhance necessary services to youth and the families of youth with mental health issues in the juvenile justice system.

#### Program Objectives and Performance Indicators:

- A) Provide presentations to the SAG regarding mental health issues for system youth.

##### *Performance Indicator:*

- (1) Document presentations to SAG from DHS, DPH, mental health, state institutions, residential treatment, and others.

- B) Access and share with the SAG relevant materials relating to mental health issues.

##### *Performance Indicators:*

- (1) Documentation and utilization of relevant information from the National Coalition for Juvenile Justice – the topic for their 2001 annual report is "Mental Health Impact on Juvenile Offenders".
- (2) Document other materials related to mental health issues produced through the Mental Health Issues in Detention/Shelter sub-committee and as a part of the service contract with the University of Iowa Department of Rehabilitative Therapies.
- (3) Insure that the SPA and SAG are represented through the participation of CJJP staff in the MHDD system redesign efforts that remain a stated goal for the Governor on the Legislature of Iowa.

- C) Through learning more about the mental health system and the identification of problems affecting youth and the families of youth with mental health disorders in the juvenile justice system, the SAG will advocate for changes to impact the problems.

*Performance Indicators:*

- (1) Document identified problem areas of the mental health system, based on the education process conducted in Objectives A and B of this issue.
- (2) Document steps taken by the SAG (i.e. establishment of the MH Issues in Detention/Shelter sub-committee and the contract for services with the University of Iowa) to advocate for necessary changes in mental health services for juveniles in the juvenile justice system.

**Summary of Activities and Planned Services Provided:**

- 1) The SAG and the SPA will gather information regarding the mental health issues of system youth to further refine SAG activity in this area.
- 2) The SAG will take progressive steps in advocating for identified changes in the mental health system to enhance necessary services to juveniles in the juvenile justice system to include the continuation and refinement of the current efforts of the “Mental Health Issues in Detention/Shelter” sub-committee.

**Budget:**

	<u>JJDP Funds</u>	<u>State/Local/Private Funds</u>
FY03	\$0	\$0
FY04	\$35,450	\$0
FY05	\$0	\$0

### ISSUE THREE: DISPROPORTIONATE MINORITY CONFINEMENT

**Standard Program Title and Area:** Disproportionate Minority Confinement - 10

**State Program Designator:** Assigned With the Allocation of Funds

**Program Problem Statement:**

Approximately a third of the youth held in juvenile detention facilities and state training schools in Iowa are minority. Minority youth comprise just 11 percent of Iowa's youth population. Clearly minority youth are overrepresented. Research as well reflects non-whites perceive court decision-making to be biased against non-white youth. Lack of respect for the system—because minorities think it is discriminatory—leads to lack of cooperation with juvenile justice system personnel, and also leads to recidivism. Additional information regarding research conducted in Iowa relative to DMC is provided in Section 8 of this plan (see Phase I, II, & III sections).

In the late 90's Iowa was one of the pilot states for OJJDP's Comprehensive Strategy process. The Comp. Strategy process helped illustrate the power of local planning to impact on unique issues and problems locally. Indeed, a number of local Comprehensive Strategy plans had fairly specific mention of the needs of minority youth. As a result of the Comp. Strategy Iowa initiated an effort to allocate a significant portion of its JJDP Act Title II & V, and JAIBG funds to local planning entities (Decats). One of the lessons learned from the Comprehensive Strategy process, however, relates to the difficulty to engage minority persons in participatory local planning processes. Indeed there is a need to continually engage and reengage communities of color in local planning processes. There is additionally a need to provide information to insure that the majority community has a knowledge of the issues relating to DMC. Finally, there is a need to provide to local planning entities training, assistance, and tools that assist them to better meet the needs of minority youth and families.

Provided immediately below is a list of some of the major efforts Iowa has underway to assist in impacting on the problems and issues associated with DMC.

DMC Committee – Iowa's “DMC Committee” continues to provide leadership and oversight for Iowa's DMC effort. The Chair of that Committee is Michael Leiber Ph.D. Leiber has been active as the DMC Committee Chair and has also been one of the lead consultants in OJJDP's national DMC intensive technical assistance effort. Iowa's DMC Committee meets every-other month. Its membership continues to increase and includes individuals from communities with some of Iowa's highest minority populations, minority persons, system officials, etc. A number of SAG members serve as active participants on the DMC Committee.

*DMC Resource Center* – In January of 2002 Iowa initiated its DMC Resource Center effort with the University of Iowa's National Resource Center for Family Centered Practice. The University of Iowa (The DMC Resource Center) is providing technical assistance to a number of local sites, provided Iowa's first annual DMC Conference, and established and maintained a DMC website ([http://www.uiowa.edu/~nrcfcp/index\\_dmrcr.htm](http://www.uiowa.edu/~nrcfcp/index_dmrcr.htm)). The Resource Center concept was developed with consultation from OJJDP staff (Heidi Hsia) and technical assistance consultant (Randy Thomas). The Resource Center effort is considered one of Iowa's major DMC-related achievements. Additional information related to the DMC Resource Center is provided in Section 8 of this plan (see Phase III heading). *The SAG has approved \$95,000 from this 2003 three year plan update funding (see budget section below) to continue its DMC Resource Center effort.*

*DMC Diversion Effort* – In July of 2002 Iowa initiated its DMC Diversion effort with Polk County. OJJDP and its technical assistance consultants played a fairly active role in the development of the RFA utilized to fund the effort. Key components of the project include a Detention Utilization Review Team, funding support for diversion program, administrative assistance to implement the effort from the local Decat project, etc. The DMC Diversion effort is considered a major DMC-related achievement for Iowa. Additional information related to the DMC Resource Center is provided in Section 8 of this plan (see Phase III heading). *The DMC Diversion effort will utilize \$80,000 in funding from this 2003 three year plan update (see below budget).* Other information related to Iowa's approach is detailed later in this document under "Plan for Reducing the Disproportionate Representation of Minority Youth Confined in Secure Facilities".

Program Goal:

- 1) Maintain an environment that furthers the knowledge of DMC related issues for juvenile justice system officials and other selected audiences.

Program Objectives and Performance Indicators:

- A) Maintain the efforts of Iowa's DMC Committee to share information relative to DMC.

*Performance Indicators:*

- (1) Minutes of DMC Committee meetings that reference specific informational products.
- (2) Copies of reports, the Three Year Plan and its updates, data, Phase I or II Matrices or other assessment materials.
- (3) Copies of products created for the media or a generalized audience (newspaper articles, editorials, pamphlets, etc.).
- (4) Membership list of DMC Committee which reflects representatives from a diverse audience of minority, state, system, local and other communities.

- B) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to inform, educate, and provide basic information relative to DMC.

*Performance Indicators:*

- (1) Documentation through progress reports, training materials, or other written reports that demonstrate local efforts to better integrate DMC issues into local planning efforts.
- (2) Copy of local planning guide that provides a structure from which the Resource Center will implement technical assistance to local sites.
- (3) Documentation through progress reports and other materials efforts to engage members of the minority community in planning activities in local DMC sites.
- (4) Documentation on the established DMC website to include up-to-date DMC information including: an overview of existing Resource Center activity, comprehensive DMC bibliography, overview information on best program practices, links to other relative websites, major activities occurring nationally or in other states.
- (5) Summary report and promotional materials from annual DMC Conference that engages specified audiences, provides best practices information, and mobilizes state and local officials to take action regarding the issue of DMC.
- (6) Copies of DMC related training needs for minority and majority community members, key local officials, juvenile justice system and law enforcement personnel.

- 2) Implement policy and planning efforts, programmatic efforts, or other activity that will specifically prevent and reduce the percentages of minority youth confined in secure settings.



Program Objectives and Performance Indicators:

- A) Continued utilization of formula grant funds to support local pilot DMC Detention Diversion Effort

*Performance Indicators:*

- (1) Documentation of outcomes or performance indicators from funded program that reflects a reduction in the percentages of minority youth being held in secure settings.
- (2) Documentation of local process related to program implementation.
- (3) Copies of minutes documenting presentation and participation of local officials on DMC Committee
- (4) Documentation of visits and specific assistance from DMC Resource Center, SPA, DMC Committee.

- B) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to assist local planning and policy efforts related to DMC.

*Performance Indicators:*

- (1) Copy of planning guide which serves as structure for the provision of technical assistance to local sites.
- (2) Documentation through progress reports, training materials, or other written reports work with select local DMC sites to better incorporate the issues DMC into local plans.
- (3) Documentation through progress reports and other materials efforts to engage members of the minority community in planning activities in local DMC sites.
- (4) Summary report from annual DMC Conference that identifies ongoing DMC needs for state and local officials.
- (5) Documentation on the established DMC website to include up-to-date DMC information including: an overview of existing Resource Center activity, comprehensive DMC bibliography, overview information on best program practices, links to other relative websites, major activities occurring nationally or in other states.
- (6) Copies of DMC related training needs for minority and majority communities, key local officials, juvenile justice system and law enforcement personnel.
- (7) Involve as partners affected young people in local planning and conference planning efforts.

- C) Maintain the efforts of Iowa's DMC Committee to impact on the issues of DMC.

*Performance Indicators:*

- (1) Minutes of DMC Committee meetings that reference activities and efforts to impact DMC.
- (2) Copies of reports, the Three Year Plan and its updates, data, Phase I or II Matrices or other assessment materials.
- (3) Documentation through written reports, data or other materials related to use of information from the Iowa Court Information Tracking System or other study assessment materials that documents the processing of minority youth through Iowa's juvenile court process.
- (4) Membership list of DMC Committee which reflects representatives from a diverse audience of minority, state, system, local and other communities.

**Summary of Activities and Planned Services to Be Provided:**

- 1) The SAG will continue its effort to utilize a DMC Committee to provide a planning structure for DMC related issues. The DMC Committee will assist with the development of state and local approaches to impact DMC including the states DMC Resource Center and the local DMC Diversion approach. The Committee will provide information to select audiences to inform them of DMC issues
- 2) The SAG will maintain a DMC Resource Center that is charged with furthering local planning efforts in Iowa communities. The Resource Center will provide an annual DMC Conference. The Resource Center will provide training to select audiences. The Resource Center will provide information related to DMC and will maintain a DMC website.
- 3) The SAG will support a local DMC Detention Diversion effort. The local effort will seek to reduce the percentages of minority youth being detained in juvenile detention facilities.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY03	\$0	\$0
FY04	\$175,000	\$0
FY05	\$0	\$0

**ISSUE FOUR: GENDER-SPECIFIC SERVICES**

**Standard Program Title and Area:** Gender-Specific Services - 13

**State Program Designator:** Assigned With the Allocation of Funds

**Program Problem Statement:**

The Juvenile Justice And Delinquency Prevention Act requires states to conduct an analysis of gender-specific services that are intended to prevent and treat juvenile delinquency in females. States are also required to develop a plan for providing these needed services.

To address the Act's requirement, the Iowa Juvenile Justice Advisory Council developed a task force to oversee the Division of Criminal & Juvenile Justice Planning (CJJP) and the State Advisory Group's (SAG) activities as well as make recommendations related to gender-specific services. The Iowa Gender-Specific Services Task Force involves key stakeholders in Iowa's juvenile justice system, particularly service providers who want comprehensive system change that reflects gender equity for girls and young women.

The SAG approved the use of Challenge Grant funding from the Office of Juvenile Justice and Delinquency Prevention to address gender equity in Iowa's juvenile justice system. An intra-agency agreement/contract between the Iowa Division of Criminal and Juvenile Justice Planning and the Iowa Division on the Status of Women has provided staff support through a Program Planner to the Iowa Gender-Specific Services Task Force since May 1998. This agreement has allowed continued support of Task Force meetings and activities. Challenge Grant funding pays for the Program Planner position as well as many of the efforts of the Task Force.

Major activities of the Task Force include: the annual "Whispers & Screams" conference for girl-serving professionals; publication and distribution of Female Juvenile Justice, a study that provides a snapshot of female offenders in the state's juvenile justice system; publication and distribution of Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources, a desk protocol that outlines the gender-specific philosophy; a community planning initiative, funding provided to communities to infuse intentional planning for young women into already existing community planning processes; numerous trainings on the gender-specific philosophy and its implementation attended by hundreds of juvenile justice system professionals and made online information available through the Iowa Division on the Status of Women web site at [www.state.is.us/dhr/sw/girls.html](http://www.state.is.us/dhr/sw/girls.html). Further, due largely to the advocacy of the Task Force, the 1999 Iowa Legislature allocated funding for day treatment and aftercare services for young women and mandated that the gender-specific services approach should be used whenever possible.

Gender Evaluation: In 2001 the Task Force supported the SAG's funding of two evaluation studies. The evaluations explored if the use of gender-responsive components had beneficial results for the young women involved. The information gathered will be used to individually help these two agencies strengthen their programs as well providing information on the components for use in community and statewide initiatives.

Also in 2001, the Iowa Final Report of Gender-Specific Programming Project at the Iowa Juvenile Home, a study administered by Task Force member, Dr. Kathy Fejes, Professor of Special Education at Drake University, was completed. This internal program evaluation tool set up for the Iowa Juvenile Home at Toledo will be disseminated and used as a model for evaluations of gender-specific services and programming by other girl-serving agencies across Iowa.

Community Planning Initiative and Young Women's Empowerment Events: In 2002, the Task Force issued a pilot Community Planning Initiative Request for Applications (RFA). This project supports one community in developing and infusing gender-responsive strategies in the community planning initiatives. This RFA also included separate funding for young women's events/retreats to be held during the 2003 calendar year. These events are to support, encourage and empower young women in four different communities. The Community Planning effort will utilize \$80,000 in funding from this 2003 three-year plan update.

Juvenile Justice Youth Development Allocation Funding – A few communities are utilizing the funding provided from the Juvenile Justice Youth Development allocation process through Decats to support services for girls for after school programming, mentoring, aftercare services, and group activities. It is anticipated that the Juvenile Justice Youth Development allocation will be a vehicle to further efforts for locals to provide gender specific services. The Gender Task Force has formed a committee that is charged with providing products that local officials such as Decats can use to better plan for the needs of girls.

Although Iowa has not historically placed emphasis on providing gender-responsive services for females, since the formation of the Iowa Gender-Specific Services Task Force, there has been increasing discussion and action toward this end. Across the continuum of the Iowa juvenile justice system, service providers and system officials have been educated on female development and the need for more gender-responsive services that utilize the gender-specific services philosophy in programs that serve adolescent females. Encouragingly, there has been change in the way services are provided in various programs. However, a comprehensive change across the juvenile justice system has not occurred. Change must occur on a more fundamental level within the system to facilitate utilization of innovative gender-specific approaches in all programs and services. Further, those involved in the planning of our efforts must expand to include a wider representation of players in the juvenile justice system. Both measures are necessary for Iowa to truly provide equitable services within its juvenile justice system.

**Program Goal:**

To facilitate a comprehensive fundamental change in the juvenile justice system that will enhance the understanding and utilization of innovative gender-responsive approaches in all programs and services, particularly those that serve the adolescent female population of Iowa's juvenile justice system.

Program Objectives and Performance Indicators:

- A) To update and disseminate information concerning female development and the gender-specific services philosophy to girl-serving professionals using print media.

*Performance Indicators:*

- (1) Reported number of copies of "The Girl Connection" distributed quarterly.
- (2) Total number of the publication Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources distributed each year.
- (3) Total number of the publication Female Juvenile Justice distributed each year.
- (4) Total number of the publication Promising Directions: Programs that Serve Iowa Girls in a Single Sex Environment distributed each year.
- (5) Update information in publications and make indicator assessment tool available for distribution.

- B) To provide training related to adolescent female development, the gender-specific program philosophy and component implementation to professionals in the juvenile justice system and related fields.

*Performance Indicators:*

- (1) Total number of presentations provided by Challenge Grant Coordinator and Task Force members per year.
- (2) Comments on feedback forms of presentation audience participants.
- (3) Total number of participants at the Whispers & Screams annual conference each year.
- (4) Comments on feedback forms of Whispers & Screams participants.
- (5) Total number of participants at the annual retreat each year.
- (6) Comments on feedback forms of the annual retreats.
- (7) Total number of participants at the regional trainings each year.
- (8) Comments on feedback forms of regional trainings each year.
- (9) Total number of justice system participants at trainings throughout the year.
- (10) Comments on feedback forms of trainings for justice system participants.

- C) To participate and assist in the community planning processes across the state to ensure that the unique needs of girls involved with or at risk for involvement with the juvenile justice system are addressed.

*Performance Indicators:*

- (1) Goals and objectives from the Community Planning Initiative grant are successfully completed.
- (2) Determine indicators of risk by gender to assist local planning and policy efforts in assessing their position on the continuum of need to address gender issues.
- (3) Total number of the publication Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources distributed to community planning groups.
- (4) Total number of Task Force members actively serving in community planning initiatives.
- (5) Clearly stated intentions to address the unique needs of girls in community plans across the state.
- (6) Total number of technical assistance visits to local planning entities.
- (7) Document Iowa Gender-Specific Services Task Force members' participation on the Youth Development State Collaboration Task Force.

- D) To educate legislators regarding the importance of gender-specific training for service providers.

*Performance Indicators:*

- (1) Inclusion in the legislative proposals of the Iowa Commission on the Status of Women and the Children's Policy Coalition.
- (2) Document efforts to work with the Iowa Commission on the Status of Women and other advocacy groups as they push for legislative change, which supports gender-responsive efforts within the child welfare/juvenile justice system.

- E) To secure a wider representation of professionals on the Iowa Gender-Specific Services Task Force, including representatives from Juvenile Court; DECAT committees; the Departments of Public Health, Human Services, Education, and Management as well as from other girl-serving programs not currently involved with our efforts.

*Performance Indicator:*

- (1) Increased number of members from the aforementioned groups actively engaged in the efforts of the Task Force.
- (2) Increase number of local gender task forces existing and working collaboratively with the Iowa Gender-Specific Services Task Force.

**Summary of Activities Planned and Services to Be Provided:**

- 1) Renew the intra-agency agreement/contract with the Iowa Division on the Status of Women to provide staff support through a Program Planner to the Iowa Gender-Specific Services Task Force. The agreement will allow for continued support of Task Force meetings and activities.
- 2) Write and distribute the quarterly publication of "The Girl Connection" as a one-page, front-to-back insert for newsletters around the state. Reproducible copies will be sent to women's centers and organizations, girl-serving programs, and other interested parties to copy and distribute to their respective audiences. Include young women's voices in the publication.
- 3) Develop a public relations initiative to spread the word about the services the task force offers, such as speakers' bureau, technical assistance, peer review and regional trainings.
- 4) Provide regional professional trainings and technical assistance on the gender-specific services philosophy and/or component implementation to girl-serving programs, community planning initiatives and juvenile justice system officials across the state. Initiate contacts with communities who have demonstrated an interest, need or aptitude in gender responsive planning to provide training and technical assistance.
- 5) Provide the annual conference, "Whispers & Screams are hard to hear: Creating an audience for girls' voices" for girl-serving professionals.
- 6) Provide an annual retreat for Task Force members and other invited professionals to explore a programmatic concern regarding the gender-specific services approach as identified by the Task Force.

- 7) Fund, support, encourage and monitor the Community Planning initiative. Continue to offer technical assistance to other communities including information on the gender-specific services philosophy.
- 8) Fund, support, encourage and monitor the Young women's events/retreats.
- 9) Provide regional trainings to support community efforts to increase awareness about the needs of all young women, develop inclusive planning strategies, increase knowledge on specific issues relating to young women.
- 10) Continue to influence the community planning process to address the unique needs of girls by Task Force members joining their local planning efforts across the state. This allows for the needs of young women to always be on the table.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY03	\$0	\$0
FY04	\$80,000	\$0
FY05	\$0	\$0

## ISSUE FIVE: AFTERCARE

**Standard Program Title and Area:** Aftercare/Re-entry - 01

**State Program Designator:** Assigned With the Allocation of Funds

**Program Problem Statement:**

A critical gap exists between the services provided at state juvenile institutions and those available upon the juvenile's reentry into the community. The population served includes youth who are discharged from the STS and IJH. These youth have failed previously in the community and have been removed to the institution, and upon return to the community their opportunities are limited. After structured and intense programming at STS/IJH which stresses educational, vocational, special needs and skill development/asset building, the youth are expected to "start over" back at home with a return to the estranged family, new teachers, new friends or bosses or co-employees, and significantly less structure and support.

Aftercare programming provided through this effort is intended to close this gap by delivering consistent, individualized contact and support. The type of programming that best fills the gap begins serving youth and participating in their case planning at the time of admission. Support and accountability are best provided through intense supervision and frequent contact with the juvenile. Successful aftercare efforts must be able to work collaboratively with staff from the juvenile court, the STS and IJH. Finally, successful aftercare projects also must work with youth in a variety of settings in the community including the family, school, and other community treatment settings.

**Summary of Efforts:**

*SAG Funded State Aftercare Effort* - The SPA and SAG are presently negotiating a third year contract with a local private provider (Quakerdale). The project provides aftercare services for youth returning from the Boys State Training School (STS) and the Iowa Juvenile Home (IJH). Quakerdale's third year project period is from July 1, 2002 through June 30, 2003. The grant serves youth returning from state training schools in two Iowa counties, and in counties in a 30 mile radius outside the two counties. Youth in group care and other out-of-home setting are also served. Quakerdale initiates efforts to work with youth at the time the youth is placed in an out-of-home placement setting. Girls receiving services through the aftercare effort are served in a gender specific approach. The Quakerdale program is part of the SAG's effort to have a state-wide impact with its JJDPA funding. The effort expands a program that was previously funded at the STS. *The SAG has approved \$144,000 from this 2003 three year plan update funding to continue the aftercare initiative (see budget section below).*

*Going Home* - The SPA has been a fairly active participant in a state/local application process – OJJDP's "Going Home Aftercare Initiative. The Iowa Department of Corrections, the SPA, the Department of Public Health, a group of local planning officials and others received funding and are implementing an aftercare project. The population served includes juveniles and adults in one Iowa County (Polk County). A key player at the local

level related to the juvenile aspect of the proposal is Polk County Decat. The Decat is leveraging JJYD Allocation and other Decat/child welfare funding as an integral part of the project.

State Effort for Services Older Youth – An effort to provide aftercare services for youth that have aged out of the juvenile justice system is also being undertaken by the Iowa Department of Human Services. The effort is discussed in the crime analysis section of this report.

**Program Goal:**

Continue participation and assist in aftercare efforts that have the potential to improve the quality of Iowa's overall aftercare services:

Program Objective and Performance Indicators:

A) Continue funding the state aftercare effort in Quakerdale.

*Performance Indicators:*

- (1) Copy of proposal, contract and other written materials from Quakerdale.
- (2) Document outcome efforts by Quakerdale which demonstrate the success of the project (i.e. number of youth participating in program that do not require additional out-of-home placement, number of youth that successfully adhere to case plans, etc.).

B) Continue SPA participation in relevant state aftercare initiatives.

*Performance Indicators:*

- (1) Copy of evaluation and other written materials from the Polk County Project.
- (2) Copies of written materials from other relevant aftercare initiatives.

C) Continue flexibility for local entities to support aftercare efforts through the local allocation process.

*Performance Indicators:*

- (1) Copies of applications and progress reports that explain projects and demonstrate outcomes for local aftercare efforts.

**Summary of Activities Planned and Services to Be Provided:**

- 1) The SAG, with formula grant funds, will continue third year funding for a local aftercare effort.
- 2) The SPA will continue to work with other efforts that have the potential to impact state aftercare services..
- 3) The SPA and the SAG will continue to provide allocation funding that local officials can utilize to support local aftercare efforts.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
<b>FY03</b>	\$0	\$0
<b>FY04</b>	<b>\$144,000</b>	<b>\$0</b>
<b>FY05</b>	\$0	\$0

# APPENDIX A

## YOUTH DEVELOPMENT RESULTS, INDICATORS & STRATEGIES

RESULTS			
All youth have the benefit of safe and supportive families, schools and communities.	All youth are healthy and socially competent.	All youth are successful in school.	All youth are prepared for productive adulthood.
INDICATORS			
<p>Founded child abuse rate of school-age children.</p> <p>Youth perceptions of positive family attributes. (IYS composite score)</p> <p>Out of home placement rate</p> <p>Youth perceptions of school climate. (IYS composite score)</p> <p>Youth perceptions of student norms (IYS composite score)</p> <p>Number of juvenile victims of crime.</p> <p>Youth access to ATOD (IYS composite score)</p> <p>Youth reports of supportive neighborhood (IYS composite score)</p>	<p>Alcohol, tobacco and other drug use among youth. (IYS)</p> <p>Percentage of youth engaged in regular physical activity (YRBS)</p> <p>Percentage of youth overweight (YRBS).</p> <p>Number of youth attempting suicide. (YRBS)</p> <p>Proportion of youth reported to be sad, unhappy, or depressed. (YRBS)</p> <p>Youth reports of positive values and character (IYS composite score)</p>	<p>ITBS/ITED proficiency levels in math and reading among 4<sup>th</sup>, 8<sup>th</sup> and 11<sup>th</sup> grade students.</p> <p>Youth reports of commitment to learning (IYS composite score)</p> <p>Average daily attendance.</p> <p>Suspensions and expulsions from school.</p> <p>Drop out rate</p>	<p>Graduation rate (when available)</p> <p>Participation in post-secondary education or training.</p> <p>Teen birth rate.</p> <p>Juvenile arrest rate.</p> <p>Unemployment rate among young adults.</p> <p>Youth volunteerism.</p>
CROSS CUTTING YOUTH DEVELOPMENT STRATEGIES			
<p><b>ENVIRONMENTAL &amp; SYSTEM</b></p> <ul style="list-style-type: none"> <li>Adopt consistent and coordinated state youth policy based on positive youth development and results accountability.</li> <li>Work with communities, schools, local organizations, parents, and youth to collaboratively plan for and implement a coordinated service delivery system for youth.</li> <li>Assess and revise relevant state licensing standards and training activities to incorporate youth development principles.</li> <li>Increase capacity of youth serving systems and organizations and enhance professional development of youth workers to improve youth services and supports.</li> <li>Counteract negative or mixed messages received by youth with social marketing and other environmental approaches.</li> <li>Increase broad public support for investment in youth development.</li> </ul>		<p><b>SERVICES, OPPORTUNITIES &amp; SUPPORTS</b></p> <ul style="list-style-type: none"> <li>Provide opportunities for youth to be engaged in and contribute to their communities and the state.</li> <li>Support and foster positive youth-adult relationships (e.g., mentoring).</li> <li>Provide a broad range of “opportunities to learn” during the school and non-school hours through a variety of recreational, enrichment, and leadership activities and academic support.</li> <li>Increase utilization of effective methods and research-based practices in education, prevention, and intervention programs and services.</li> <li>Encourage and promote the involvement of parents and other family members in education and other youth serving systems and services.</li> <li>Provide effective interventions to maintain youth within their communities and to support youth through transitions.</li> <li>Involve multiple sectors in offering community-based youth development opportunities and supports.</li> </ul>	

## APPENDIX B

Iowa Juvenile Accountability Incentive Block Grant  
Program (JAIBG)  
FY 02 Analysis of Financial Burden

Date: 1-29-03

<b>Purpose Area 1: Building, expanding, renovating, or operating juvenile facilities.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
Boys' State Training School	\$11,831,048		
Girls' State Training School	\$6,866,916		
Training school and AEA education costs	\$8,537,610		
Juvenile Detention Costs	\$2,500,312	\$19,784,304	All detention and intake centers are included
<b>Total</b>	<b>\$29,735,886</b>	<b>\$19,784,304</b>	

<b>Purpose Area 2: Developing and administering accountability-based sanctions.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
Juvenile tracking and monitoring	\$3,506,238		
Supervised community treatment (day treatment)	\$4,510,481		
Out-of-home placements	\$15,560,318		
<b>Total</b>	<b>\$23,577,037</b>	<b>\$0</b>	

<b>Purpose Area 3: Expenditures for juvenile judges, probation officers, defenders, and pre-trial services</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
Indigent Juvenile Defense Costs	\$8,614,210	\$1,166,884	State figures includes Polk Co Youth Law Center
Public Defender for Juveniles	\$2,641,592		
Juvenile Court Operations (includes pre-trial)	\$16,811,847	\$1,258,827	
Court Reporters -- Juvenile court	\$685,300		
Education -- Juvenile Court	\$0		
Clerks of Court -- Juvenile expenses	\$1,650,576		4.5% of total costs (4.5% of all filings are Juvenile Filings)
Juvenile Court Judges	\$979,708		4.5% of total costs (4.5% of all filings are Juvenile Filings)
<b>Total</b>	<b>\$31,383,233</b>	<b>\$2,425,711</b>	



<b>Purpose Area 4: Expenditures for prosecutors.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
County Attorney juvenile adjudication expenses		\$2,887,793	Based on survey of County Attorneys, 8.73% of total Co. Atty. Figure from Court Administrator costs are juvenile expenditures. Survey conducted in 1999.
Total	\$0	\$2,887,793	

<b>Purpose Area 5: Prosecution expenses to combat gangs and drugs.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
			All expenses are listed under Purpose Area 4
Total	\$0	\$0	

<b>Purpose Area 6: Prosecution technology, equipment, and training expenses.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
			All expenses are listed under Purpose Area 4
Total	\$0	\$0	

<b>Purpose Area 7: Juvenile Court and Probation expenses to be more Efficient in holding Juveniles Accountable.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
Court-ordered services	\$2,604,810		Match for Byrne Grants
Family Centered/Family Pres/Life Skills	\$4,418,771		
Additional Community-Based Treatment Programs	\$ 15,470	\$ 75,201	
Total	\$7,039,051	\$75,201	

<b>Purpose Area 8: Expenditures for juvenile gun courts.</b>			
<b><u>Activity</u></b>	<b><u>State Funding</u></b>	<b><u>Local funding</u></b>	<b><u>Comments</u></b>
No juvenile gun courts in Iowa			
Total	\$0	\$0	

Purpose Area 9: Expenditures for juvenile drug courts.			
Activity	State Funding	Local funding	Comments
Marshall County Drug Court		\$4,595	Match for a DOJ grant. Only the juvenile portion is listed
Woodbury County Drug Court	\$130,000	\$15,000	
Total	\$130,000	\$19,595	

Purpose Area 10: Interagency information sharing expenses.			
Activity	State Funding	Local funding	Comments
Law enforcement IOWA & UCR Systems	\$61,390	\$69,810	Juvenile portion of System is 7.16%
Total	\$61,390	\$69,810	

Purpose Area 11: Accountability-based programming / Protect Students from Drugs, Gangs, and Violence.			
Activity	State Funding	Local funding	Comments
DARE and other educational program expenses	\$3,591,141	\$1,253,833	
School-based juvenile court supervision			
School resource officers (law enforcement)		\$2,146,160	
Other local law enforcement programs		\$7,660	
Total	\$3,591,141	\$3,407,653	

Purpose Area 12: Controlled substance testing.			
Activity	State Funding	Local funding	Comments
Testing at Iowa Juvenile Home	\$136,533		Includes State Training Schools' expenditures for SA counseling
Substance Abuse Treatment (Inpatient / Out patient)	\$3,872,230		
Juvenile Ct. Testing listed in #7 (part of Court Ordered Services)			
Total	\$4,008,763	\$0	

<b>Total</b>	\$99,526,501	\$28,670,067	\$128,196,568
<b>Percentage</b>	78%	22%	

Prepared by CJJP. 1-29-03

# APPENDIX C

## Policy Statement on Prevention and Youth Development

### A Better Iowa...

There are more than a half million school-age youth, ages 6 – 17, in the state of Iowa. Most are doing well, but some do not have the advantages of safe and supportive families and communities. Too many youth are engaging in unhealthy and dangerous behaviors and are doing poorly academically, socially, and emotionally. If Iowa is to maintain safe and caring communities and make progress on a variety of youth-related issues, including delinquency, disproportionate minority contact, substance abuse and the academic achievement gap, it is essential that we invest in programs that address the causes of crime and violence.

### An Ounce of Prevention ...

While the Juvenile Justice Advisory Council is particularly interested in delinquency prevention and services for court-involved youth, we recognize that the most effective policies and programs are those that comprehensively address the full range of developmental needs of youth. Research has demonstrated that investments in youth development and prevention-oriented strategies return multiple dividends in reduced demand for more costly services and sanctions and greater likelihood of school success, employability and economic productivity.

### A Proven Approach...

In a recent study of youth development, the National Academy of Sciences concluded that youth who experience a variety of developmental opportunities in their communities are at less risk and show higher rates of positive development. With the exception of education, state resources for youth programs are concentrated primarily in services that respond to problems after they occur. While these are necessary and important programs, they represent only a portion of the continuum of services, opportunities and supports that are critical to ensuring the positive development of all youth.

### Pay Now or Pay More Later...

In order to reverse the increasing demand for costly, high-end services and sanctions that are designed to respond to problems, it is critical to invest in prevention and youth development programs and strategies that have proven effective in improving outcomes for youth and reducing problem behaviors. Similarly, services and sanctions for youth must be directly linked to their developmental needs in order to be effective.

**The Juvenile Justice Advisory Council recommends the adoption of a consistent state youth policy based on prevention, positive youth development and accountability.**

### Recommendations...

- **Maintain** funding for community-based prevention and youth development strategies and increase those investments when budget conditions allow;
- **Enhance** efforts of youth serving systems and organizations to implement best practices such as mentoring, after school programs and other services that reflect the features of effective programs as identified by the National Academy of Sciences;
- **Develop** a state youth policy that focuses on prevention and emphasizes youth development programs as long-term, crucial instruments in the battle to reduce the demand for more expensive institutional services.

*The Juvenile Justice Advisory Council is made up of Iowans, with professional and volunteer experience in the juvenile justice system, charged with advising the governor and the legislature on juvenile justice issues.*

## APPENDIX D

### Person

Murder  
Negligent Manslaughter  
Kidnapping  
Sexual Assault  
Robbery  
Aggravated Assault  
Simple Assault  
Intimidation  
Extortion/Blackmail  
Incest  
Statutory Rape  
Prostitution  
Family Offenses

### Non-Person

Arson<sup>1</sup>  
Burglary<sup>2</sup>  
Larceny  
Motor Vehicle Theft  
Theft Fraud  
Stolen Property Offense  
Vandalism of Property  
Drug Offenses  
Pornography  
Gambling Offenses  
Bribery  
Weapons Law Violations  
Bad Checks  
Curfew/Loitering  
Disorderly Conduct  
Driving Under the Influence  
Drunkenness  
Liquor Law Violation  
Runaway  
Trespass  
All Other Offenses

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<sup>1</sup> Arson is defined in the UCR's as: *To unlawfully and intentionally damage, or attempt to damage, any real or personal property by fire or incendiary device.* While arson was included under the non-person category it should be noted that under Iowa Code Section 712.2, 1<sup>st</sup> degree Arson, is an offense against a person.

<sup>2</sup> Burglary is defined in the UCR's as: *The unlawful entry into a building or other structure with the intent to commit a felony or a theft.* While burglary was included under the non-person category it should be noted under Iowa Code Section 713.3, 1<sup>st</sup> degree Burglary, is an offense against a person.

## APPENDIX E

<u>FORCIBLE FELONIES AND EXCLUSION FELONIES</u>	<u>IOWA CODE</u>
Administering Harmful Substances	708.5
Arson 1st Degree	712.2
Assault in a Felony - Injury	708.3
Assault in a Felony - No Injury	708.3.A
Attempt to Commit Murder	707.11
Burglary 1st Degree	713.3
Child Endangerment - Serious Injury	726.6.2
Conspiracy to Commit a Forcible Felony	706.3.A
Criminal Gang Participation	723.A.2
Involuntary Manslaughter in a Public Offense	707.5.1
Kidnapping 1st Degree	710.2
Kidnapping 2nd Degree	710.3
Kidnapping 3rd Degree	710.4
Manufacture, Delivery, Possess w/ Firearm/OW	204.401.1E/1F
Manufacture, Import, Storage of Explosives	101A.2/3
Murder 1st Degree	707.2
Murder 2nd Degree	707.3
Murder of Fetus Aborted Live	707.9
Nonconsensual Termination - Attempted	707.8.2
Possession of Explosive/Incendiary Devices	712.6
Purchase/Possession of Explosive Devices	101A.3/4
Receipt, Transportation, Possession of Weapons - Felon	724.26
Robbery 1st Degree	711.2
Robbery 2nd Degree	711.3
Sexual Abuse 1st Degree	709.2
Sexual Abuse 2nd Degree	709.3
Sexual Abuse 3rd Degree	709.4
Terrorism	708.6
Unauthorized Possession of Offensive Weapon	724.3
Voluntary Manslaughter	707.4
Willful Injury	708.4

## APPENDIX F

### Phase I Matrix State of Iowa

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 0 through 18)	343,147	25,831	8%	N/A
2. Juveniles arrested.	19,750	3,586	18%	2.25
3. Juveniles confined in secure juvenile detention facilities.	5,294	1,476	28%	3.5
4. Juveniles confined in secure juvenile correctional facilities.	470	116	25%	3.13
5. Juveniles confined in adult jails.	338	162	48%	6
6. Juveniles confined in adult lockups.	29	4	14%	1.75
7. Total (items 3-6).	6,131	1,758	29%	3.63

1. United States Census Bureau (2000 Census)
2. Data is taken from the Iowa UCR maintained by the Department of Public Safety.
3. Data is taken from the detention database maintained by CJJP.
4. Data is taken from the STS and IJH databases maintained by CJJP.
5. Data is taken from the adult jail database maintained by CJJP.
6. Data is taken from the adult lockup database maintained by CJJP.

**DMC Matrix Phase I  
Black Hawk County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 to 18)	13,604	2,428	17.8%	--
2. Juveniles arrested.	981	321	32.7%	1.8
3. Juveniles confined in secure juvenile detention facilities.	375	142	37.9%	2.1
4. Juveniles confined in secure juvenile correctional facilities.	30	15	50.0%	2.8
5. Juveniles confined in adult jails. *	16	5	31.3%	1.8
6. Juveniles confined in adult lockups.	0	0	0.0%	0.0
7. Total (items 3-6).	1,402	483	34.5%	1.9

1. United States Census Bureau (2000 Census)
2. Iowa Department of Public Safety (2001 Unified Crime Report)
3. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Secure Juvenile Detention Database)
4. Iowa State Training School for Boys at Eldora (SFY02 Admissions)
5. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)
6. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)

\* Black Hawk County Jail actually detained a total of 37 juveniles, however, only supplied racial information on 16 of the juveniles.

**DMC Matrix Phase I**  
**Linn County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 to 18)	20,992	1,848	8.8%	--
2. Juveniles arrested.	1,201	215	17.9%	2.0
3. Juveniles confined in secure juvenile detention facilities.	435	114	26.2%	3.0
4. Juveniles confined in secure juvenile correctional facilities.	27	9	33.3%	3.8
5. Juveniles confined in adult jails.	0	0	0.0%	0.0
6. Juveniles confined in adult lockups.	0	0	0.0%	0.0
7. Total (items 3-6).	1,663	338	20.3%	2.3

1. United States Census Bureau (2000 Census)
2. Iowa Department of Public Safety (2001 Unified Crime Report)
3. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Secure Juvenile Detention Database)
4. Iowa State Training School for Boys at Eldora (SFY02 Admissions)
5. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)
6. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)



**DMC Matrix Phase I**  
**Polk County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 to 18)	41,135	7,208	17.5%	--
2. Juveniles arrested.	2,046	475	23.2%	1.3
3. Juveniles confined in secure juvenile detention facilities.	1,145	432	37.7%	2.2
4. Juveniles confined in secure juvenile correctional facilities.	69	19	27.5%	1.6
5. Juveniles confined in adult jails.	91	54	59.3%	3.4
6. Juveniles confined in adult lockups.	34	3	8.8%	0.5
7. Total (items 3-6).	3,385	983	29.0%	1.7

1. United States Census Bureau (2000 Census)
2. Iowa Department of Public Safety (2001 Unified Crime Report)
3. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Secure Juvenile Detention Database)
4. Iowa State Training School for Boys at Eldora (SFY02 Admissions)
5. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)
6. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)

**DMC Matrix Phase I**  
**Scott County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 to 18)	19,488	3,508	18.0%	--
2. Juveniles arrested.	1,973	593	30.1%	1.7
3. Juveniles confined in secure juvenile detention facilities.	229	99	43.2%	2.4
4. Juveniles confined in secure juvenile correctional facilities.	30	16	53.3%	3.0
5. Juveniles confined in adult jails.	38	23	60.5%	3.4
6. Juveniles confined in adult lockups.	0	0	0.0%	0.0
7. Total (items 3-6).	2,270	731	32.2%	1.8

1. United States Census Bureau (2000 Census)
2. Iowa Department of Public Safety (2001 Unified Crime Report)
3. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Secure Juvenile Detention Database)
4. Iowa State Training School for Boys at Eldora (SFY02 Admissions)
5. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)
6. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)

**DMC Matrix Phase I  
Woodbury County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 to 18)	12,386	2,512	20.3%	--
2. Juveniles arrested.	1,653	418	25.3%	1.2
3. Juveniles confined in secure juvenile detention facilities.	454	225	49.6%	2.4
4. Juveniles confined in secure juvenile correctional facilities.	27	14	51.9%	2.6
5. Juveniles confined in adult jails.	0	0	0.0%	0.0
6. Juveniles confined in adult lockups.	0	0	0.0%	0.0
7. Total (items 3-6).	2,134	657	30.8%	1.5

1. United States Census Bureau (2000 Census)
2. Iowa Department of Public Safety (2001 Unified Crime Report)
3. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Secure Juvenile Detention Database)
4. Iowa State Training School for Boys at Eldora (SFY02 Admissions)
5. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)
6. Iowa Division of Criminal and Juvenile Justice Planning (SFY02 Jail and Lockup Database)

**Phase II Matrix**  
**Select Judicial Districts (1, 2, 4 & 6)**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 through 17)	161,521	11,654	7.2%	N/A
2. Arrested	5,405	706	13.1%	1.82
2A. Complaints to Juvenile Court	12,462	1,799	14.4%	2.00
3. Diverted (Informal Adjustment)	4,841	503	10.4%	1.44
4. Detained Nonsecure (see future report)	(see future report)	(see future report)		
Secure	2,079	503	24.2%	3.36
5. Prosecuted	2,879	544	18.9%	2.63
6. Adjudicated	762	137	18.0%	2.50
7. Disposition Case Closed (Consent Decree)	540	80	14.8%	2.06
Probation	732	132	18.0%	2.50
Commitment to private agency	(see future report)	(see future report)		
Commitment to state agency	(see future report)	(see future report)		
8. Committed State secure facility	194	45	23.2%	3.22
Local secure facility	43	6	14.0%	1.94
9. Hearings for Waiver to Adult Court	322	45	14.0%	1.94

1. 2000 U.S. Census
2. 2001 Iowa UCR
- 2a. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Complaints to Juvenile Court)
3. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Informal Adjustments)
4. DHS: Shelter Facilities - See future report  
CJJP: Detention Holds - Jul. 1, 2001 - Jun. 30, 2002
5. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Petitions Filed)
6. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Orders for Adjudication)
7. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Consent Decrees)  
IJDW: Jan 1, 2002 - Dec. 31, 2002 (Orders for Probation)  
DHS: Residential Foster Care – See future report  
DHS: Iowa Juvenile Home - Jul. 1, 2001 - Jun. 30, 2002
8. DHS: State Training School - Jul. 1, 2001 - Jun. 30, 2002  
CJJP: Enhanced Residential Treatment - See future report
9. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Hearings for Transfer to Adult Court)

**Phase II Matrix**  
**Black Hawk County**

Data Items		-A-	-B-	-C-	-D-
		Total Number of All Youth	Total Number of Minority Youth	Percent Minority	Index
1. Population at risk (ages 10 through 17)		13,604	2,122	15.6%	N/A
2. Arrested	Status	981	321	32.7%	2.10
2A. Complainants to Juvenile Court		1,550	543	35.0%	2.24
3. Diverted	(Informal Adjustment)	623	176	28.3%	1.81
4. Detained	Nonsecure	(see future report)	(see future report)		
	Secure	375	142	37.9%	2.43
5. Prosecuted	(Petitions Filed)	379	151	39.8%	2.55
6. Adjudicated		67	22	32.8%	2.10
7. Disposition	Case Closed	42	12	28.6%	1.83
	Probation	105	42	40.0%	2.56
Commitment to private agency		(see future report)	(see future report)		
Commitment to state agency		(see future report)	(see future report)		
8. Committed	State secure facility	30	15	50.0%	3.21
	Local secure facility	(see future report)	(see future report)		
9. Hearing for Transfer to Adult Court		29	13	44.8%	2.87
1.	2000 U.S. Census				
2.	2001 Iowa UCR				
2a.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Complaints to Juvenile Court)				
3.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Informal Adjustments)				
4	DHS: Shelter Facilities - See future report				
	CJJP: Detention Holds - Jan. 1, 2002 - Dec. 31-2002				
5.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Petitions Filed)				
6.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Orders for Adjudication)				
7.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Consent Decrees)				
	IJDW: Jan 1, 2002 - Dec. 31, 2002 (Orders for Probation)				
	DHS: Residential Foster Care - See future report				
	DHS: Iowa Juvenile Home - Jul. 1, 2001 - Jun. 30, 2002				
8.	DHS: State Training School - Jul. 1, 2001 - Jun. 30, 2002				
	CJJP: Enhanced Residential Treatment - See future report				
9.	IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Hearings for Transfer to Adult Court)				

**Phase II Matrix**  
**Linn County**

Data Items	-A- Total Number of All Youth	-B- Total Number of Minority Youth	-C- Percent Minority	-D- Index
1. Population at risk (ages 10 through 17)	20,992	1,384	6.6%	N/A
2. Arrested Status	1,201	215	17.9%	2.71
2A. Compliants to Juvenile Court	1,335	266	19.9%	3.02
3. Diverted (Informal Adjustment)	345	57	16.5%	2.50
4. Detained Nonsecure Secure	(see future report)	(see future report)		
	435	114		
5. Prosecuted (Petitions Filed)	432	106	24.5%	3.71
6. Adjudicated	174	40	23.0%	3.48
7. Disposition Case Closed Probation Commitment to private agency Commitment to state agency	90	16	17.8%	2.70
	113	26	23.0%	3.48
	(see future report)	(see future report)		
	(see future report)	(see future report)		
8. Committed State secure facility Local secure facility	27	9	33.3%	5.05
	(see future report)	(see future report)		
9. Hearings for Transfer to Adult Court	94	6	6.4%	0.97

1. 2000 U.S. Census
2. 2001 Iowa UCR
- 2a. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Complaints to Juvenile Court)
3. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Informal Adjustments)
4. DHS: Shelter Facilities - see future report  
CJJP: Detention Holds - Jul. 1, 2001 - Jun. 30, 2002
5. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Petitions Filed)
6. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Orders for Adjudication)
7. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Consent Decrees)  
IJDW: Jan 1, 2002 - Dec. 31, 2002 (Orders for Probation)  
DHS: Residential Foster Care - see future report  
DHS: Iowa Juvenile Home - Jul. 1, 2001 - Jun. 30, 2002
8. DHS: State Training School - see future report  
CJJP: Enhanced Residential Treatment - see future report
9. IJDW: Jan. 1, 2002 - Dec. 31, 2002 (Hearings for Transfer to Adult Court)